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MECHANISM FOR IMPLEMENTING THE PROJECT APPROACH IN THE PUBLIC ADMINISTRATION SYSTEM

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The article proves that the modern state policy is aimed at achieving national goals and strategic objectives through the implementation of project activities by public administration entities of all levels, which is reflected in a variety of legal and methodological documents containing norms and recommendations for project implementation under conditions when all management functions are assigned to public authorities. At the same time, mechanisms of cross-sectoral cooperation can be used to achieve the state's priorities, which imply the division of management functions with business structures and local communities and the transformation of subject-object relations in the public administration system in the context of the actor-concept.

In foreign countries and in the domestic practice of implementing the project approach in the public administration system, trends in the development of project management have been formed, many of which are in line with the principles of duality. The duality of the project approach implementation with the participation of public administration structures in relation to the environment and the team involved in the implementation of management functions implies the allocation of two separate areas: transnational project management and project management implemented in the territory of a particular state. The duality of implementation of the project approach with the participation of public administration structures in many countries is based on best practices: project management as a method of exercising the powers and functions of public authorities; participation of public administration structures in projects of cross-sectoral cooperation (public-private partnership, initiative design), application of project management in public administration to implement the functions and powers of public authorities within the framework of the program-targeted approach. The developed methodological framework of the study reveals the conceptual space of the key components in the field of implementation of the project approach in the public administration system: element, subject, object, system, technology, method, tool, mechanism. Within the framework of the proposed approach, the project approach should be understood as a public administration technology that sets the public administration system in motion through the mechanisms of intersectoral interaction.

Key words: public administration, project approach, intersectoral interaction, mechanism, implementation.

Колоколов С. В. Механізм реалізації проектного підходу в системі публічного управління

В статті доведено, що сучасна державна політика спрямована на досягнення національних цілей і стратегічних завдань через здійснення проектної діяльності суб'єктами публічного управління всіх рівнів, що знайшло відображення в безлічі правових і методичних документів, що містять норми та рекомендації для реалізації проектів за умов, коли всі функції управління закріплені за органами влади. У той час, коли для досягнення пріоритетів держави можуть бути використані механізми міжсекторної взаємодії, що мають на увазі поділ функцій управління з бізнес-структурами і місцевими співтовариствами та трансформацію суб'єктно-об'єктних відносин у системі публічного управління в контексті актор-концепції. У зарубіжних країнах і вітчизняній практиці реалізації проектного підходу в системі публічного управління сформувалися тенденції розвитку проектного менеджменту, багато з яких відповідають принципам дуальності. Дуальність реалізації проектного підходу за участю структур публічного управління по відношенню до середовища та команди, що бере участь у реалізації управлінських функцій, має на увазі виділення двох окремих напрямів: транснаціональний проектний менеджмент і проектний менеджмент, реалізований на території конкретної держави. Дуальність реалізації проектного підходу за участю структур публічного управління на території багатьох країн – найкращих практик: проектний менеджмент як метод

здійснення повноважень і функцій органів влади; участь структур публічного управління в проектах міжсекторної взаємодії (державно-приватне) партнерство, ініціативне проектування), застосування проектного менеджменту в публічному управлінні для реалізації функцій та повноважень органів влади в рамках програмно-цільового підходу. Розроблений методологічний каркас дослідження розкриває понятійний простір ключових складових в сфері реалізації проектного підходу у системі громадського управління: елемент, суб'єкт, об'єкт, система, технологія, метод, інструмент, механізм. У рамках запропонованого підходу проектний підхід слід розуміти як технологію публічного управління, яка за рахунок механізмів міжсекторної взаємодії приводить систему публічного управління в рух.

Ключові слова: публічне управління, проектний підхід, міжсекторна взаємодія, механізм, реалізація.

Formulation of the problem. The theoretical foundations for the implementation of the project approach technology within the framework of public administration of intersectoral interaction as a separate scientific phenomenon have not been studied at the present stage. Numerous publications on public-private, municipal-private partnership projects are devoted to certain theoretical aspects of this form of the studied process from the point of view of attracting investments, rather than the management component, while scientific works on initiative projects from the point of view of project management are few and far between. Cross-sectoral cooperation is becoming increasingly important in Ukraine, especially in the context of decentralization, public administration reform and the implementation of European standards. Researchers analyze how coordination and cooperation between sectors can be improved to achieve socio-economic goals and increase the efficiency of public administration.

Analysis of recent achievements and publications. The issues of managing spatial development of different types of territories are widely represented in the works of domestic and foreign scholars and practitioners. Theoretical and practical provisions on assessing existing territorial problems and finding ways and tools to solve them were considered in the studies of Dolishnyi M., Varnalii Z., Mokiya A., Novikova O., Kyzym M., Tkachuk A., Kuibida V., etc. [1–10].

The purpose of the article. In the works of domestic and foreign scholars, there are different approaches to the substantive characterization of forms of intersectoral interaction. At the same time, at the present stage, there is no scientific justification for the use of the concepts of 'form' and 'type' in the context under study. We propose to define the typology of interaction on the basis of the above conditions.

Presentation of the main material. Sectoral division in society has become widespread in science along with systemic-functional, institutional, network and other approaches. The principle of dividing society into the first, second and third sectors is closely related to economic determinism, where the focus is on the category of ownership and the goals of institutional units.

According to the approach presented in the works of T. Motrenko and I. Liashenko [5], there are three main sectors in society:

1. The public sector (state sector)

This sector includes public authorities and governments (national, regional and local) and state institutions that ensure the performance of state functions, such as providing services to the population, maintaining law and order, protecting citizens' rights, and managing the economy.

The public sector is financed by taxes and aims to perform public service functions that are not profit-oriented. The main areas of activity include healthcare, education, security, infrastructure, the judiciary, etc.

2. Private sector

This sector comprises enterprises, companies and other business entities that operate on the basis of a market economy and aim to make a profit. The private sector includes large, medium and small businesses, as well as individual entrepreneurs.

The primary motivation for private sector activity is economic gain, and efficiency is achieved through competition and market mechanisms. The sector covers various areas such as industry, trade, finance, services, innovation, IT, etc.

3. Civil society (third sector, non-governmental sector)

This sector includes organizations that operate on a non-profit basis to address socially important issues. These are public associations, charitable foundations, religious organizations, trade unions, volunteer initiatives and other non-governmental organizations (NGOs).

The main goal of the civil sector is to protect the rights and freedoms of citizens, address social problems, promote civic initiatives and increase public engagement. This sector often interacts with both the state and business in the framework of various social programs and projects.

4. The fourth sector (hybrid forms of organizations)

In addition to the classical three sectors, a so-called fourth sector is sometimes distinguished, which includes hybrid organizations that combine features of the private and civil sectors or the public and private sectors. These organizations may pursue social or environmental goals, but operate on market conditions.

Examples of such organizations are social enterprises or public-private partnerships (PPPs), where social goals are combined with business activities.

Main characteristics of the sectors:

The public sector is focused on the public interest and operates on the basis of state regulation and financing.

The private sector operates in a market economy and is focused on profit and economic efficiency.

The civil sector focuses on social, cultural, environmental and other socially beneficial issues, operating on the basis of voluntary and non-commercial activities.

At the same time, this approach does not take into account the possibility of participation of civil society institutions and the population of a certain territory – local communities, which can be identified as the third sector – as a party to cross-sectoral projects. The concepts of ‘territorial civil society’ and ‘local community’ in the context under consideration can be identified.

The modern civil society of a certain territory (region, municipality) should be understood, first of all, as a sphere of social interaction of the population of this territory in various areas of public life based on the principles of self-government, self-regulation, equality, as well as the norms of community life that have developed in it, both with the state and with each other.

A local community is not only a territorial and economic association, but also a cultural and historical community capable of transforming the local economy on the basis of common values, improving social conditions in accordance with the interests of its citizens, and changing the quality of life for the better.

In general, intersectoral interaction is most often considered in the works of domestic scholars as a tool of social partnership, which can help solve the most significant problems of society.

As a mechanism for regulating relations, social partnership was developed in the middle of the XX century in a number of European countries, with the most developed system at the present stage being formed in Germany, Austria, and Sweden. Famous American scientists

T. Becker, J. Mincer and T. Schultz studied the socio-economic aspects of the formation of «human capital» within the framework of cross-sectoral cooperation based on social partnership [7].

In the economic literature, different interpretations of the concept of intersectoral partnership are more common than the definition of «intersectoral interaction». In the national science, the concept of «intersectoral partnership» was formed in the second half of the 1990s due to the need to separate it from the term «social partnership», which has been known for several years.

Intersectoral partnership is considered as the most important condition for the successful implementation of economic modernization in the works of V. Kubyda [4].

The most commonly used interpretation in the analyzed works is that of a well-known Ukrainian researcher Y. Surmin, who understands intersectoral partnership as «constructive, purposeful, beneficial to participants and the population interaction of the public, commercial and non-profit sectors of society (or two sectors) in solving social problems, which provides a synergistic effect from the addition of potentials and resources by each of the parties to the interaction» [7].

Representatives of business structures consider intersectoral partnership as «an alliance of several organizations from two or more sectors that agree to work together to implement a project aimed at ensuring sustainable development. The partners agree to share risks and rewards equally, regularly review results and, if necessary, revise the terms of the partnership» [10].

In our opinion, intersectoral partnership should be understood as a type of intersectoral cooperation, i.e. only the concepts of intersectoral cooperation based on partnership and intersectoral partnership can be recognized as identical, and the concept of intersectoral cooperation should be given a broader meaning.

Intersectoral cooperation should be based on the principles of open, fair, free, bona fide mutually beneficial cooperation, but it does not imply economic, property and financial equality of participants.

Intersectoral cooperation in Ukraine is based on several fundamental principles that ensure effective cooperation between the public, private and civil sectors. These principles help to create sustainable and productive partnerships, contributing to the implementation of social, economic and environmental projects. Here are the main principles of cross-sectoral cooperation:

1. The principle of partnership

Cross-sectoral cooperation is based on partnerships between the state, business and civil society. Each sector has its own strengths and resources, and effective partnerships allow optimizing the use of these resources to achieve common goals. Cooperation implies equal participation of all parties in decision-making and project implementation.

2. The principle of trust

Trust between sectors is a key condition for successful cooperation. Open and transparent relations between government agencies, private companies and civil society organizations help to achieve agreed goals. Mutual trust helps to avoid conflicts and ensures more stable partnerships.

3. The principle of openness and transparency

Openness of information and transparency of processes are important aspects of cross-sectoral cooperation. This allows citizens, businesses and the state to see the results of cooperation, monitor processes and promote trust between all participants. Openness ensures that all parties have access to information about plans, resources and stages of implementation of joint projects.

4. The principle of subsidiarity

Subsidiarity implies that decisions should be made at the lowest effective level close to the citizens. This means that public authorities should involve the private sector and civil society in decision-making at the local level, contributing to the decentralization of power and increasing the efficiency of governance.

5. The principle of shared responsibility

All participants in cross-sectoral cooperation are responsible for achieving common goals and project results. This principle means that each sector assumes a certain share of responsibility, which increases the motivation for effective cooperation. Shared responsibility also refers to the risks and challenges faced by the participants in the interaction.

6. The principle of complementarity

The public, private and civil society sectors have different functions and resources, and their complementarity helps to achieve more comprehensive results. Each sector can use its specific strengths to address societal challenges. For example, the state provides regulatory support, business provides financial resources and innovation, and civil society provides social control and participation.

7. The principle of efficiency

Cooperation between sectors should be efficient and cost-effective. This implies rational use of resources and minimization of costs. Each participant should work to maximize the impact of its efforts, ensuring the optimal use of human, financial and material resources.

8. The principle of innovation

Cross-sectoral interaction facilitates the implementation of innovative solutions. Cooperation between different sectors opens up opportunities to develop and implement new approaches to solving social problems. Innovations may include new forms of governance, technologies, and new models of social and economic interaction.

9. Citizen-centred approach

The citizen is at the center of cross-sectoral cooperation. All projects and initiatives implemented within the framework of cooperation should be aimed at improving the lives of citizens, ensuring their rights and improving the quality of service delivery. A citizen-centers approach helps to ensure that cross-sectoral cooperation is truly useful and effective for society.

10. The principle of sustainability

An important goal of cross-sectoral cooperation is to ensure long-term results. This means that projects should be sustainable in terms of economic, environmental and social outcomes. Cooperation between sectors should take into account the interests of future generations, ensuring a lasting effect of interaction.

In Ukraine, these principles are actively applied in the process of reforming public administration, implementing social projects and economic development. Decentralization processes are particularly important, as local communities increasingly cooperate with businesses and NGOs to solve local problems. In addition, public-private partnerships (PPPs) are actively developing, based on the principles of shared responsibility and complementarity.

These principles promote effective and sustainable cooperation between sectors, increasing the effectiveness of interaction and contributing to the sustainable development of Ukrainian society.

In order to comply with the partnership principles of the interaction under study, the following conditions must be met at least: equal financial or property participation in

the project; equal distribution of project risks; equal profit, if the partnership implies the possibility of its existence.

In the works of domestic and foreign scholars, there are different approaches to the substantive characterization of forms of intersectoral cooperation. At the same time, at the present stage, there is no scientific justification for the use of the concepts of «form» and «type» in the context under study. We propose to define the typology of interaction on the basis of the above conditions.

According to the approach of [5], there are two options for «forms of support and cooperation of state and municipal authorities with third sector organizations:

facilitating the functioning and development of independent non-profit organizations, implementation and improvement of their statutory activities;

involvement of independent non-profit organizations in the development and implementation of state and municipal programs» [9].

Within the first form of interaction, the provision of state and municipal funds to the third sector can be direct (payment to a non-profit organization for the social services commissioning it performs) or indirect (provision of benefits).

The analysis of the domestic practice of intersectoral cooperation has shown a wide variety of forms implemented, in particular, in this case, forms based on public-private or municipal-private partnerships, initiative projects were not taken into account.

At the same time, regardless of the form, the mechanisms under study, according to some scholars, should be aimed at achieving the following goals: improving the level and quality of life of the population; ensuring high rates of sustainable economic growth; creating the potential for innovative development of the country (region), including modernization of public administration (acceleration of administrative reform).

The mechanisms of cross-sectoral cooperation also include projects implemented under concession agreements. It is worth noting that public-private partnerships (public-private partnerships and municipal-private partnerships) are an element of the development of the territorial infrastructure within the framework of bilateral cross-sectoral cooperation based on partnership, while initiative projects are a trilateral cooperation where local communities act as the third sector. These forms do not have a partnership basis, but involve the creation of new or reconstruction of existing infrastructure in a certain territory within the powers of a public administration entity.

The definition of «form» in the context of implementing cross-sectoral cooperation projects also implies the form of participation of public administration entities. The products of cross-sectoral cooperation projects may include elements of public utilities, social infrastructure, transport infrastructure and energy infrastructure. The process of implementing each specific project of intersectoral cooperation is characterized by resource synergy, which implies an effective combination of financial, information, personnel and other components.

To clarify the essence of intersectoral cooperation projects in this process, the following definition can be used: intersectoral cooperation projects are a set of interrelated measures aimed at the construction and/or reconstruction of a territory infrastructure facility within the powers of a public administration entity – a participant in the process, within a limited period of time and other resources, implemented within the framework of constructive, purposeful, beneficial interaction of the public and/or commercial and/or non-profit sectors of the society [5].

The project approach technology used in the implementation of cross-sectoral cooperation, like any other public administration technology, implies the implementation of

stages or phases; procedures, actions or measures; resource provision; and the availability of indicators and criteria for assessing performance.

Conclusions. The clarified concept of «intersectoral cooperation projects» should be understood as a set of interrelated measures aimed at the construction and (or) reconstruction of a territory infrastructure facility within the powers of a public administration entity – a participant in the process, within a limited period of time and other resources, implemented within the framework of constructive, purposeful, beneficial interaction of the public and (or) commercial and (or) non-profit sectors of the company. Based on the disclosure of the essence of intersectoral interaction and understanding of its significance in the subject-object relations of the public administration system, the author develops various grounds for matrixing the relevant projects, such as: institutional mechanisms; number and subject composition of sectors participating in projects; subjects initiating projects; scope of project implementation; form of participation of public administration subjects; function of participation of public administration subjects.

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