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THE PHENOMENON OF PROJECTS IN MODERN PUBLIC ADMINISTRATION

The phenomenon of projects in modern public administration, in particular concerning the identification of the content of key categories that are relevant to the practical application of project management, has been examined in the article. It has been defined that ensuring the effective implementation of modern programs and projects in the public sphere requires competent management using a project-based approach. It has been substantiated that the processes of project management in contemporary conditions are of particular importance since they include the problem analysis, determination of priorities and searching for approaches to the problem solution.

Keywords: *project, project management, public management, information,*

phenomenon.

Problem statement. Regulation of the information content distributed over the Internet remains an urgent issue nowadays. From our point of view, it is necessary to establish a clearer responsibility for the content of information distributed through the network by all the Internet subjects. It is necessary to improve the technical means for using the information content filtering system.

The creation of reliable systems for ensuring the inviolability of documentary information and confirming its authenticity, which is the basis for conducting financial calculations, electronic business correspondence and trade still remains an important task.

The protection of state information resources requires, first of all, the development of relevant legal norms regulating the issues of connecting information resources to the Internet, scientific and methodical materials on the protection of information in information networks [1].

Recent research and publications analysis. The works of the classics D. Bell, M. Castells, M. McLuhan, and E. Toffler have become the theoretical basis for the study of the information society. The scientists like O. Bukhtatyi and others researched various aspects of information support of government bodies. The issues of authorities' information and analytical activity, the role of information in the process of public-management decisions making have been studied by V. Diundziuk, A. Dehtyar, M. Karaschuk, O. Kriukov, M. Pakhin, O. Radchenko, I. Reshevets, V. Stepanov, A. Chernoiivanenko, S. Chukut and other researchers.

The concept and phenomenon of project management and the prospects of its use in public administration are studied by such Ukrainian and foreign scientists as O. Zotov, O. Kavtysh, D. Kulchytska, I. Kulchytskyi, P. Martin, N. Parasiuk, L. Telyshevskyi, A. Tovba, O. Fedorchak, V. Khudoley, P. Tseholnyk, H. Tsines and others.

Paper objective is to highlight the phenomenon of a project substantiating the specifics of its implementation in public administration.

Paper main body. The full-scale invasion of the Russian Federation into Ukraine has led to a number of problems that are being solved by the state and local authorities. The issues of information, food and civil security, lack of living places, destroyed infrastructure are among them. In these conditions, it is not enough to just develop new projects and programs, it is necessary to ensure their effectiveness and timely implementation. Thus, it is necessary to apply project management practices, their standardization and informatization in public management systems.

The term “project” comes from the Latin *projicere*. In the broad sense it means a plan, a program, a proposal. There are several meaningful layers that can be distinguished within the concept of “project”. From a wider perspective, “project” is a plan designed to determine some integrity, to define the future state of things and processes through a finite set of parameters and goals. From a practical (instrumental) point of view, a project is defined as “a unique process consisting of a set of coordinated controlled actions with the beginning and ending dates, initiated to achieve a goal, in accordance with specific requirements, including time, cost, and resource limitations” [10]. Thus, the project unites a certain goal, means of achieving the goal, time frames and resources to achieve the project goals.

In world history, the strategic national idea practically had the characteristics of a modern national project. Project management has become a component of social progress over the past 100 years.

Projects had a significant impact on people’s lives. Some suffered from the consequences of military campaigns, others were satisfied because the victory that was the result of the implemented project brought a reward. Below are the examples of some individual historical projects: Noah’s Ark, pyramids in Egypt and Mexico, the Great Wall of China, historical castles of the nobility (building projects); wars of Ancient Greece and Rome, crusades (military projects); the railway laying in America; construction of the Eiffel Tower in Paris, construction of bridges across large rivers (technical projects) [12].

The Marshall Plan (a program for the economic revival of Europe after the Second World War), the modernization projects of Japan in the 19th and 20th centuries, F.

Roosevelt's "new course" (in fact, the implementation of this specific anti-crisis project contributed to the establishment of the modern economic and institutional model of the United States of America) and others are among the national projects that have left a significant mark in history.

Depending on the purpose, financing, scope, national and international importance, projects are divided into the following four groups:

- personal (education, starting a family, having a child, building/buying one's own house, etc.);

- state (relocating the capital from Bonn to Berlin (in Germany), elections, development of the state budget, etc.);

- entrepreneurial: large (creation of a new product; merger of two firms; new technology introduction; participation in fairs and the like); small (staff meetings; product presentation, etc.)

- international (the European Union's Tacis and Phare programs for the Eastern Europe countries, including TEMPUS created for the cooperation between higher education institutions of the EU countries and the countries of Eastern Europe, etc.) [13].

According to T. Wilfrid, the difference between work and project activity can be presented in the form of a three-vector life space. Three vectors determine the work duration, the expenditure of physical and mental forces, and the purposefulness of labour actions aimed at achieving the expected result. Within the living space, the project activity occupies a certain part of this space. The size of this part is related to the possibilities of human activity, its duration, and the cost of human resources (financing) [11].

The contemporary methods of project management were developed in the 1970s. Network project planning methods were initiated in the military industry, namely by the US Department of Defence. Nowadays, the former military methods of project management are widely used in civilian sectors of the economy and in public organizations of all countries of the world. A number of international support projects for Eastern European countries, related to the transition to market mechanisms of social development, began in 1991. Estonia is often called a model of digitalization because 99

percent of public services in Estonia are available online. Estonia has been using X-Road since 2001, it is a software that allows all government agencies to communicate with each other in code. Since 1994, the e-estonia project (“Country in a smartphone” in Estonian) has been implemented in Estonia. That is, Estonia is considered as a digital state, which is aimed at overcoming corruption and is engaged in popularizing the construction of a digital state in the world. [8]

The development and implementation of the “national projects” which are a set of strategically oriented measures aimed at comprehensive solving of the most urgent tasks of the society systemic modernization are one of the examples of the project approach to the state development strategy implementation [10]. The project management system in public administration will make it possible to program effective long-term planning of the state or region’s socio-economic development. In contrast to it, the contemporary tools of public administration are effective only when solving current issues.

The National Institute of Strategic Studies did a research of modern international experience concerning the use of such a tool for the implementation of state policy as the national project. The conducted analysis identified the availability of several types of national planning, as there are various approaches to the procedure for choosing goals and means of implementation, management and monitoring of the national projects implementation in different countries of the world. Let us consider them.

The first type is a national project as *a strategic program*. It is characterized by the determination of the strategic importance of national tasks, a high level of political control over project implementation. This type of national planning is characteristic of states undergoing transformational processes where state structures are being reformed. The project must unite the nation with a fundamental idea.

In China, one of these projects is called “One country, two systems. The final reunification of the Motherland” (Hong Kong, Macau integration program). In 1994, China published a long-term development program “Program XXI” which was updated in subsequent years. Another China’s national project was the so-called “ideology of three representatives” (targeted measures to ensure the formation of a moderately wealthy

society, the modernization of socialist construction, as well as specific tasks in the field of education, culture, etc.) [10].

The second type of national project is a project as *an inter-sectoral or interdisciplinary component of a state (national) program*. This approach is characteristic of relatively mature states with developed socio-economic systems. The central government uses the national project format to implement socially significant tasks, involving and controlling the finances and management efforts of the central and regional governments.

In Australia, national projects called “National Broadband Network” are called to provide a new level of communications within the state. These projects involve the numerous industries’ joining efforts and cover various infrastructure facilities including highways, railways, etc. The projects are part of the National Construction Program.

In Denmark, national projects were combined into the national program “The Digital North Denmark Project”. The directorate, which consisted of an executive committee, a board of directors, and project groups responsible for specific areas within the national program, was the main governing body of the national program. The executive committee carried out operational management, the board of directors was responsible for ensuring regional support for the projects promotion [10].

In Brazil, national projects are part of the government program “Brazil in Action”. The working groups consisting of representatives of relevant ministries, various state bodies, scientific institutes, were responsible for the implementation of these projects, the big businesses representatives were also involved into the program.

The third type of national project is *an investment project* that combines the efforts of the state, business and the public to implement priority tasks.

In Ireland, there is a National Development Plan for 2017-2023 “Ireland that is changing. Better life quality for everyone”. It contains the main prospective areas of fund investments.

In Serbia, the National Investment Plan establishes the amount of funding and the list of priority housing construction projects.

In India, the National Project of Organic Agriculture, the National Project for the Development of Rural Health Care Institutions, and the National Project for the Development of Highways (intended to provide the country with a modern, safe, high-tech road infrastructure) are being implemented. The project uses the international organizations funding. National projects determine the terms of project implementation, the conditions for the investors' participation, the list of objects, the cost of works, etc. [10]. Hence, world experience demonstrates the variability of the application of public administration project management to solve strategic development tasks.

The project is one of the means of solving problems that arise during the execution of complex tasks. After the problems are identified and analyzed, it is worth determining how to solve them, that is to apply project management or another method of the problem solving. In Germany, the project is evaluated on the basis of DIN 69 900 [15]. According to this standard, the project has the following characteristics: the specificity of the conditions in their totality, the purpose of the project, limitations in time, number of personnel and financing; risk probability; distinguishing from other intentions; specifics of the organization.

On this basis, the German professor P.A. Steinbuch offers the following characteristics of the project in the organization: special importance for the organization; complexity and comprehensiveness of task performance; the volume of tasks requires the project's certain time duration; unification of various fields of knowledge; uniqueness; time limitations; risks (possible failure) [18].

American scientists D.R. Meredith (Jack R. Meredith) and S.J. Mantel junior (Samuel J. Mantel JR.) single out five characteristics of the project: intention and purpose (Purpose); implementation period (Life Cycle); interdependence with other projects (Interdependencies); its unique nature (Uniqueness); presence of conflict (Conflict) [16].

The USA Professor H. Kerzner singles out four characteristics of the project. "The project can be organized in the form of several series of active actions and tasks that have specific goals which must be achieved by special methods; have a defined beginning and ending; have restrictions (if necessary); use resources (money, personnel, facilities)" [17].

It should be noted that the project characteristics in different economic sectors are similar but the methods of organizing project activities are different. In the field of production and service of private enterprise, the majority of projects must ensure competitiveness by reducing the delivery time, lowering the price, shortening the staff number and improving the products quality, etc. In the field of public administration and in state institutions/organizations, systematic changes in technical and management processes are necessary in order to serve consumers more effectively and to speed up making administrative decisions as well as to ensure public welfare [14].

In accordance with the projects general requirements, the following qualities of project management, which differ in their specific content in individual projects, can be distinguished:

- special knowledge concerning the subject of the project;
- effectiveness of the project activities organization;
- cooperation of all project participants [7].

Among the main criteria of national projects in Ukraine, the task of which is strategic reform, the following can be distinguished:

- systematic impact on the economy, stimulation of economic growth;
- long-term implementation and duration of the achieved effect;
- the project effectiveness in terms of the life quality improvements of a significant layer of citizens;
- availability of opportunities to combine the efforts of the state, business and the public.

During the last decade the concept of “electronic government” has gained significant popularity in many countries. A similar approach has been reflected in the national project “Electronic Ukraine” introduced by the Ministry and the Committee for Digital Transformation of Ukraine. The government continues actively work on the public services digitization, more than 10 new online services have become available to Ukrainians. The possibility to help the army, to change the place of registration, to declare income, to pay taxes and sole proprietor fees, to submit an electronic petition – all these

and many other services are now available in Diia. During a full-scale war, a single digital interaction platform has been launched to assist in business relocation [2]. To ensure the quality of educational services in conditions of martial law and mixed education, a single state education base has been created, electronic document circulation has been introduced, and electronic scientific and methodological resources are being created [9].

In the modern world, information and communication technologies are the main source of modernization of all spheres of life. Ukraine has certain achievements in this direction but this policy lacks systematic implementation. The national project provides for the formation of a goal, determination of the project's systemic effects, forecasting the obstacles to the project implementation and necessity for reforms aimed at overcoming these obstacles, development of measures and tools for the project implementation.

The purpose of the project is to create conditions for the person's development, his/her spiritual and mental enrichment, the increase of national human capital, the growth of the economy efficiency and the statehood strengthening based on the widest possible implementation of the information and communication technologies achievements, in particular:

- ensuring equal access to information while carrying out activities in the economic and social spheres, the spheres of politics, health care, culture, education, science, scientific-technological and innovative activity;

- an effective electronic governance system formation;

- ensuring the preservation of national heritage in the field of education, science and culture through the creation of the National Electronic Library, integration of national information resources into the global information space;

- ensuring free access to domestic and foreign scientific resources, improving the qualifications of domestic scientific personnel and creating favourable conditions for the associated partnership of business and science, which will stimulate the development of the innovative sector of the economy;

- creating prerequisites for the electronic economy functioning by forming a mechanism for the digital signatures use, simplifying the procedures for making electronic

payments and transactions, developing the market for information products and services, and regulating the electronic commerce market by law [6].

It is supposed that the national project will contribute to:

- restoration of the country’s scientific and innovative potential;
- creation of new jobs in high-tech sectors of the economy;
- strengthening the international competitiveness of the domestic economy;
- reducing the outflow of intellectual potential abroad;
- increasing the investment attractiveness of the Ukrainian economy;
- improving the citizens’ life quality and the development of social infrastructure;
- significant efficiency increase of the public administration bodies, improved

interdepartmental interaction, increased transparency of public authorities, reduced costs of maintaining the state apparatus, etc. based on the e-governance system formation [10].

The main obstacles to the project implementation are:

- insufficient coordination of the information infrastructure components, state-wide, departmental information networks and resources;
- the lack of systemic measures at the state level to support the production of informatization and software tools;
- ineffectiveness of regional informatization policy, the informatization gap in certain regions; slowing down the pace of regional informatization;
- low level of informatization of socio-cultural institutions that leads to further deepening of the unequal access to information resources for the population of urban and rural areas; deepening the lag of Ukraine’s information identification in the Internet space;
- the absence of a system of indicators of the information society development and basic indicators of the current state of the Ukrainian information society, which leads to the unsystematic nature of measures concerning the development of the information society, the impossibility of correlating the results of the development of the Ukrainian information society with the corresponding results of development on a global scale [4; 5].

In our opinion, the necessary elements of the national project “Electronic Ukraine”

would be: project implementation terms, conditions for investors' participation, list of objects, working costs.

During the implementation of the national project, the partnership of the public and private sectors should be encouraged, joint responsibility for its final result should be determined. A joint approach to sharing responsibility for risks and obtaining joint benefits makes it possible to eliminate existing differences and contradictions between the public and private sectors. Both sectors need each other to provide quality services to their consumers.

Project planning cannot be successful without possibility to account for all the necessary information using the current communication capabilities.

However, from an economic point of view, it is impossible to fully forecast the price of information supply and the price of using communication systems; it is impossible to assess the consequences of receiving information (for example, the project termination because the appropriate solutions have already been found and patented, or the necessity to redirect the project arises because new obtained information makes it possible to solve problems using more effective methods) [3]. The contemporary project management has to take into account all the organizational possibilities of activity methods, from personal (classical) contacts to modern remote methods. Possibilities of project management, in particular in the area of information support, are currently quite expanded. The computer network accelerates the processes of information provision and document circulation. It is possible to speed up or organize new activities for the projects implementation using the Internet and the possibilities it provides.

Projects can have a stated ending date or their termination can be unplanned, that is, if the problem is solved before the ending date. The project is terminated if the problem solution as a result of the project activity is put into practice.

Conclusion. Therefore, the transition to the information society requires the state to introduce new management technologies and services to the population, including the field of information provision, the activities of public authorities. In order to ensure the maximum efficiency of transformations, it is proposed to apply the method of project

management. Project management methods play a significant role in the modern global management.

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