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Project Management in Public Administration: Priority Areas of Application

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Abstract

The objective of the article was to identify the priority areas of application of project management in the public sphere. General and special scientific methods have been used in the article, such as: analytical, synergistic, systemic, statistical, generalization and prognostic analysis. The authors have suggested dividing the priority areas of project management approach in the field of public administration into three blocks: pre-war (peaceful), military and post-war periods of development of Ukraine. It has been concluded that the priority areas of application of project management methods and tools in public management for peaceful development of the state are: the sphere of regional development and development of united territorial communities; the sphere of cultural development and information technology; the sphere of education and science. It has been shown that the perspective areas of the use of project management technologies in public administration for the development of Ukraine in the war and post-war periods will be

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the following: reconstruction of destroyed and damaged infrastructure, reconstruction of certain settlements, renewal and transformation of the state economy and support of the army, among others.

Keywords: project management; public management; investment projects; social projects; scientific projects.

Gestión de proyectos en el campo de la administración pública: áreas prioritarias de aplicación

Resumen

El objetivo del artículo fue identificar las áreas prioritarias de aplicación de la gestión de proyectos en la esfera pública. En el artículo se han utilizado métodos científicos generales y especiales como: análisis analítico, sinérgico, sistémico, estadístico, generalización y pronóstico. Los autores han sugerido dividir las áreas prioritarias del enfoque de gestión de proyectos en el campo de la administración pública en tres bloques: períodos de desarrollo de Ucrania antes de la guerra (pacíficos), militares y de posguerra. Se ha concluido que las áreas prioritarias de aplicación de los métodos y herramientas de gestión de proyectos en la gestión pública para el desarrollo pacífico del Estado son: el ámbito del desarrollo regional y el desarrollo de las comunidades territoriales unidas; la esfera del desarrollo cultural y la tecnología de la información; el ámbito de la educación y la ciencia. Se ha demostrado que las áreas de perspectiva del uso de tecnologías de gestión de proyectos en la administración pública para el desarrollo de Ucrania en los períodos de guerra y posguerra serán las siguientes: reconstrucción de infraestructura destruida y dañada, reconstrucción de ciertos asentamientos, renovación y transformación de la economía estatal y apoyo al ejército, entre otras.

Palabras clave: gestión de proyectos; administración pública; proyectos de inversión; proyectos sociales; proyectos de investigación.

Introduction

On the agenda of the public sector of Ukraine there is an important issue of increasing the efficiency of public administration and increasing the level of competitiveness of the state, taking into account the conditions of European integration and the rebuilding of the state after the war. For this

purpose the Cabinet of Ministers of Ukraine accepted the Strategy of the Ukrainian Government Reform for 2022-2025 (Resolution of the Cabinet of Ministers of Ukraine No. 831-p, 2021), which noted the necessity of creating a professional, effective, efficient and accountable system of bodies of public authority.

Reforming of the public sphere in Ukraine is being carried out with taking into account the requirements of the Program of support for the improvement of administration and management, in particular the principles and criteria for assessing public administration, international standards and requirements, etc.

Despite the fact that the reforming of public administration in Ukraine began in 2016, the problem of low efficiency of planning the activities of public authorities, in particular in ensuring the orientation towards the result, is still relevant. In connection with this, the stated strategy is focused on the need to develop and implement programs to improve the qualification of civil servants in the field of project management and strategic planning and management to ensure professional development and performance management.

It should be noted that in Ukraine there is organizational and legal support for project activities in public administration. In particular, project offices have been established at the level of the central bodies of executive power. Thus, under the Cabinet of Ministers of Ukraine the Office of Reforms was established as a permanent advisory and consultative body (Resolution of the Cabinet of Ministers of Ukraine No. 768, 2016) the ministries also have similar structural divisions as collegial advisory and consultative bodies established for the purpose of quick and effective implementation of reforms (Order of the Ministry of Finance of Ukraine No. 478, 2016) in profile spheres.

Functioning of some state funds and certain responsibilities of public authorities, which on a competitive basis finance projects in the field of regional development, culture, tourism, science and education, and also on the issues of improving the activities of united territorial communities, as well as actualization of practical use of project management toolkits in the field of public administration of Ukraine.

Namely state institutions have the monopoly right for implementation of innovative methods of management that can be borrowed from the private sector and adapted to the public sphere with the aim of increasing the efficiency of state institutions activity. Projects that are financed from the state budget have a number of specific characteristics.

In particular, the use of state resources and peculiarities of ensuring the procedure of accountability for their use, which requires additional competencies in the subjects of project initiative. Methods of project

management can significantly improve the efficiency and quality of infrastructural, social, investment and innovation projects, which are financed by the state. The state, represented by the relevant institutions and funds, by means of tenders for financing of projects for the relevant areas in this way determines their priority in a certain period of time, depending on their strategic goals and perspectives of development.

That is why the determination of priority spheres of project management application in the public sphere and implementation of its methods in the sphere of public management is the main purpose of this article.

1. Methodology of the study

The scientific article is based on the use of a number of general and special scientific methods. Thus, by means of the analytical method the peculiarities of using the project approach in the sphere of public management were established, to characterize it and identify its advantages. The synergetic approach combined the results of research in the legal, economic spheres and in the sphere of public administration and management.

With the help of statistical analysis method the most priority spheres of using the project approach in public administration were identified. The systemic method was used to explain the project approach in the sphere of public administration as a phenomenon of systemic order, because public administration is a holistic, dynamic system that combines state management, analytics of state programs and policies, the interaction of government, business and citizens. Methods of generalization and forecasting were used to identify the most priority areas of public administration, where project management toolkits should be used to ensure the development of the state.

2. Analysis of recent research

The ideology of project management is mostly associated with the private sector, in particular, this branch of knowledge has been used in the management of organizations in order to obtain the best results from the implementation of the projects and to improve the management of the organizations. The public sector uses methods of project management rather recently, but already the results of their use stimulate the use of project management in many spheres of public management.

A number of scientific sources on the use of project management toolkits in the sphere of public administration proves that these issues are relevant not only for Ukraine but also for many developing countries. In particular,

the world science has investigated a number of issues on implementation of project management in the sphere of public management, in particular:

- formation of project teams that implement projects for state support has been investigated (Meirelles *et al.*, 2019);
- organizational interaction of structural divisions of the authorities in the process of implementation of national projects and reforms (Kartov, 2021);
- application of project-based approach at the level of local self-government in the conditions of decentralization, including tools of public-private partnership (Sorychta-Wojczyk *et al.*, 2020);
- innovative spheres of application of project approach in public administration for the development of virtual community of the municipalities and ministries through virtual space (Kapogiannis *et al.*, 2022);
- use of project management tools in the management activities of public authorities, non-profit organizations and educational institutions (Hedvicakova, 2013; Bartosikova *et al.*, 2013);
- automation of the work process in public management based on the project approach using Waterfall and Agile technologies (Aleinikova *et al.*, 2020);
- using of information systems and technologies for management of infrastructural projects in the public sphere on the basis of the concept of “digitalera governance” (Mamatova *et al.*, 2021);
- justification of project approach in the public sphere in the context of increasing the investment and financial capacity of public authorities (Povna, 2017, Bezpaloa *et al.*, 2021);
- methods of analyzing the efficiency of investment projects in the public sphere (Lipkan *et al.*, 2018) etc.

The results of the conducted analytical review of the source base point to the obvious necessity of applying the methodology of project management in the sphere of public management and widening the range of its application. Particularly it is about local government, education and science, and information management.

It is also worth mentioning that most of the scientific publications on these issues are related to the states that are developing, mostly post-socialist states. This indicates that the classical models of public administration require modernization and transition to more innovative mechanisms, technologies and tools of use and flexible approaches.

3. Results and Discussion

3.1. Project Approach in the sphere of regional and local development

In Ukraine, state support is provided for the implementation of social, infrastructural and cultural projects. There is a number of state funds that competitively finance investment projects and programs of regional and local authorities. In particular, the State Fund for Regional Development (SFRD) of the Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine (<https://dfr.minregion.gov.ua/Projects-list>), which is created as part of the general fund of the state budget.

The Fund's activity is focused on granting funds for development of regions, creation of industrial, innovation parks and infrastructural projects that meet the main priorities and criteria of the state strategy for regional development (Resolution of the Cabinet of Ministers of Ukraine No. 695, 2020).

These directions must be reflected in the relevant local and regional development strategies and programs. It should be noted that beginning in 2015, within the framework of implementation of the decentralization reform in Ukraine, the support of projects of united territorial communities and their cooperation, i.e. joint projects of several territorial communities was considered an important priority. Projects and programs that have been designated for implementation at the expense of SFRD funds must also be co-financed at the expense of the relevant local budgets at the level of 10%.

The order of preparation, evaluation and selection of investment projects and programs to be implemented at the expense of SFRD funds is strictly regulated by the Ministry of Community Development and Territories of Ukraine (Order of the Ministry of Development of Communities and Territories of Ukraine No. 150, 2021) according to the Budget Code of Ukraine (Budget Code of Ukraine No. 2456-VI, 2010) and laws «On Innovative Activity» (Law of Ukraine No. 40-IV, 2002), «On Science Parks» (Law of Ukraine No. 1563-VI, 2009), «On the principles of state regional policy» (Law of Ukraine No. 156-VIII, 2015) etc.

The selection of the project proposals submitted for the tender, apart from their compliance with the priority areas, is carried on the following criteria:

- availability of approved project documentation (for construction projects of the new objects);

- the implementation schedule should be a period of up to 3 years;
- co-financing in the amount of 10% from local budgets and other sources of funding;
- the ability of entities to independently retain and / or provide further financing of created objects (project products).
- According to SFRD data for the period from 2015 to 2022, 21,092 projects were implemented with state support in all regions of Ukraine. The priority areas for state co-financing of social, infrastructural and other projects are as follows:
- projects implemented in accordance with the Regional Development Strategy;
- projects of voluntary joint territorial communities;
- territorial community cooperation projects.

Figure 1 shows the number of projects on these areas, which were funded from the state budget, namely from the State Fund for Regional Development, in the period from 2015 to 2022.

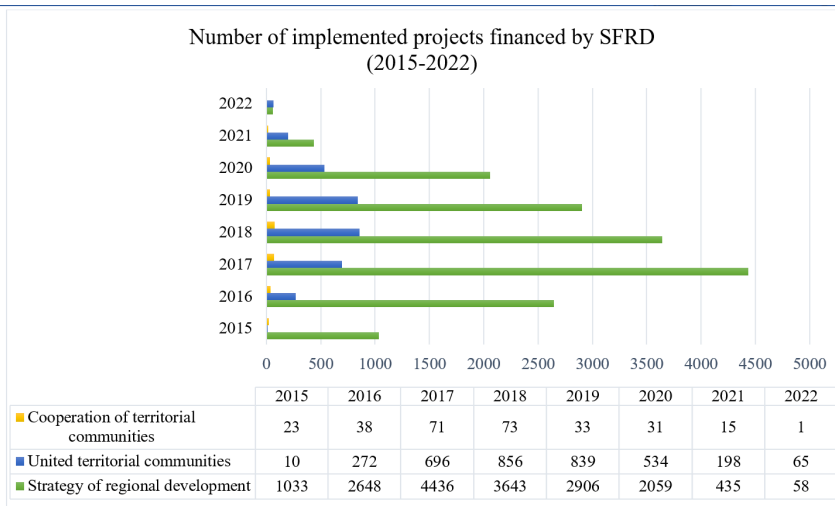


Fig. 1. Priority areas of implementation of SFRD projects in 2015-2022.

The data shown in Fig. 1 shows that most of the funds from the SFRD were spent to support the projects that meet the priorities of the Regional Development Strategy, as well as regional and local programs. Projects of

united territorial communities, for the support and development of which such a dimension was established within the framework of the SFRD co-financing, have the highest indicator in the period 2017-2019. This indicates an active phase of implementation of the decentralization reform in Ukraine and its state support.

The lowest indicator is for projects that were initiated within the framework of cooperation between territorial communities, i.e., joint projects and programs of several communities or UTC. This is the indicator that may testify to the lack of competence of the employees of the relevant authorities and the lack of experience in implementing joint actions in such projects.

Thus, we can summarize that the above-mentioned priority areas of implementation of projects in Ukraine at the expense of funds of the State Fund for Regional Development are evidence of their importance for the state, that is they are of strategic importance not only for the development of regions and territorial communities but also for the implementation of a number of reforms and state strategies in Ukraine.

3.2 A project approach in the sphere of cultural development and information policy

The priorities for the state in the development of culture, art and tourism were determined by the establishment of the Ukrainian Cultural Foundation (UCF) in 2017, coordinated by the Ministry of Culture and Information Policy of Ukraine. The main goal of this fund - promoting the implementation of state policy in the sphere of culture and art, the development of modern trends of cultural and artistic activity, the production of competitive Ukrainian cultural products.

According to the reports on the activities of the UCF in 2018-2021 (Ministry of Culture and Information Policy of Ukraine, 2018; 2019; 2020; 2021) was established that the priority for state financial support are the following sectors: cultural heritage, visual arts, audiovisual arts, design and fashion, performative and stage arts, literature and publishing industry, cultural and creative industries. From 2020 one more field was added: audiovisual art.

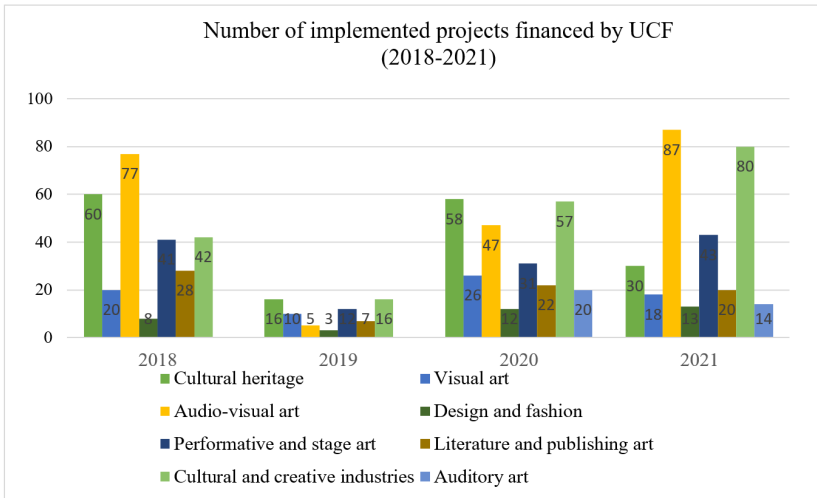


Fig. 2. Priority areas of implementation of UCF projects in 2018-2021.

As can be seen from the above diagram (Fig. 2), the most priority areas of UCF funding are: cultural heritage, audiovisual arts and cultural and creative industries. The priority of these areas is characterized by both a significant increase in project proposals of the subjects of project initiative for participation in the competition, and the state support, which is manifested in increased funding of projects for these areas.

In 2022 the UCF has announced new priority areas - grant programs, the implementation of which will be funded by the fund. In particular, the question is about the following: cultural capitals of Ukraine, culture plus, culture without barriers, audiovisual art, innovative cultural product, cultural heritage, grant events, culture (regions) research, education, residencies, scholarships.

Apart from the above-mentioned sectors, for which the selection of projects within the framework of the UCF competition was carried out, some of them were financed within the framework of development programs. According to the UCF (Ukrainian Cultural Foundation, 2021), the competition for grants is conducted for about 10 individual programs. Figure 3 shows the number of projects implemented in the framework of individual competitive programs in 2020-2021.

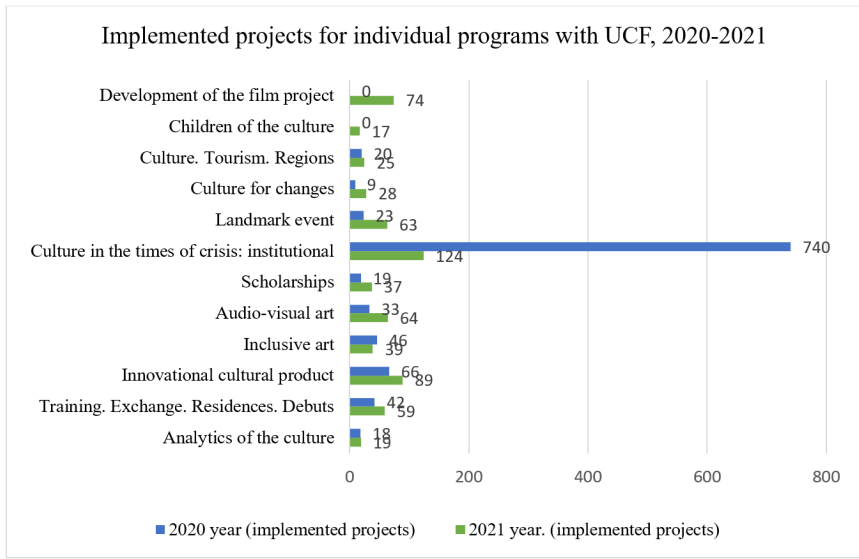


Fig. 3. Priorities of UCF financing according to the competition programs, 2020-2021.

According to this diagram`s data, the most priority areas in the sphere of culture and tourism for state financial support were projects under the programs “Culture in Times of Crises: Institutional Support”, “Innovative Cultural Product” and from 2021 “Development of Film Production.”

The program “Culture in Times of Crises: Institutional Support” has the largest number of projects that have been financially and financially supported by the UCF. Overall, the program has contributed to the stable development of cultural and creative industries during the pandemic and is aimed at enhancing the competitiveness of small and medium-sized businesses in the cultural sector.

The main purposes of this program are: supporting the organizational capacity of cultural institutions of all forms of ownership affected by the quarantine restrictions; contributing to the increase of jobs in the creative industries and ensuring the reduction of the number of employees; stabilization of the work of cultural and cognitive (domestic tourism entities through compensation for losses due to quarantine restrictions); support the film industry during the pandemic.

Therefore, the state support was primarily focused on the development of those aspects of the sphere of culture that have become the most

significant as a result of COVID-2019, thereby underlining their importance for Ukraine in the conditions of resistance to information interventions and the real need for high-quality innovative cultural product.

3.3 A project approach in the scientific sphere and the public management and administration knowledge sectors

Describing the application of the project approach in the field of education and science of Ukraine in general, it should be noted that the Ministry of Education and Science of Ukraine since 2016 has been supporting scientific projects of young scientists. Through a competitive selection process support is given to young scientists, research groups working on solving problems relevant for the state.

In particular, he matters concerns the allocation of funds from the general fund of the state budget for the management of scientific projects, which is carried out in the course of the competitive selection of project proposals of higher educational institutions of Ukraine. Over six years of the existence of competition, 411 projects were supported (Ministry of Education and Science of Ukraine, 2020). Fig. 4 shows the number of implemented scientific projects for the period from 2016 to 2021.

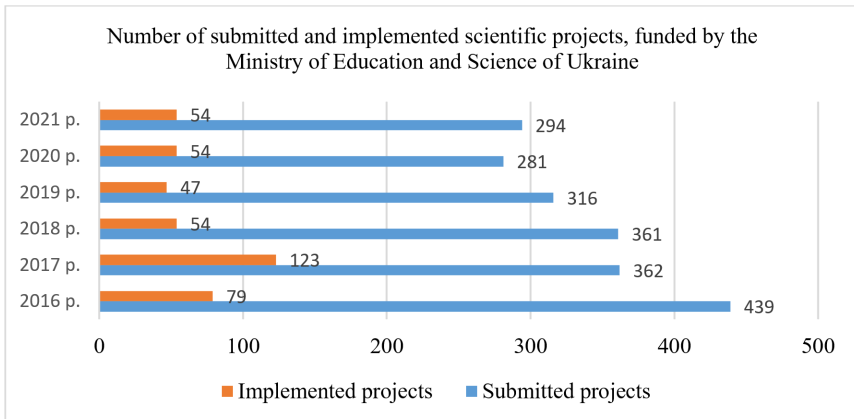


Fig. 4. The number of submitted and implemented scientific projects, funded by the Ministry of Education and Science of Ukraine in 2016-2021.

However, as can be seen from fig. 4, the number of scientific projects that have been funded by the state over the past 4 years has significantly decreased, indicating the lack of support, as the number of applications for participation in the competition remains at almost the same level. Thus, we can state that the use of the project approach in the sphere of science and

education requires substantial attention from the state. It is about financial support for the development of scientific projects and their implementation, as well as promoting the development of educational and professional and scientific programs for the training of highly qualified professionals in the field of project management in the public sphere.

The need to raise the level of competence of domestic scientists in the field of project management is also illustrated by the dynamics of obtaining financial and technical support and grant assistance from the EU, which is currently one of the most powerful tools for ensuring the development of the state's potential. This is the case of educational and scientific projects of international technical assistance within the «Horizon 2020» and «Erasmus+» programs.

«Erasmus+» has been implemented in Ukraine since 2005 after joining the Bologna Process and consists of three main directions: support of reforms, cooperation for the development of innovations and exchange of successful practices, and individual mobility. Throughout the years of partnership Ukrainian representatives participated in 5,521 projects and programs. Fig. 5 shows the number of these projects and programs in three directions.

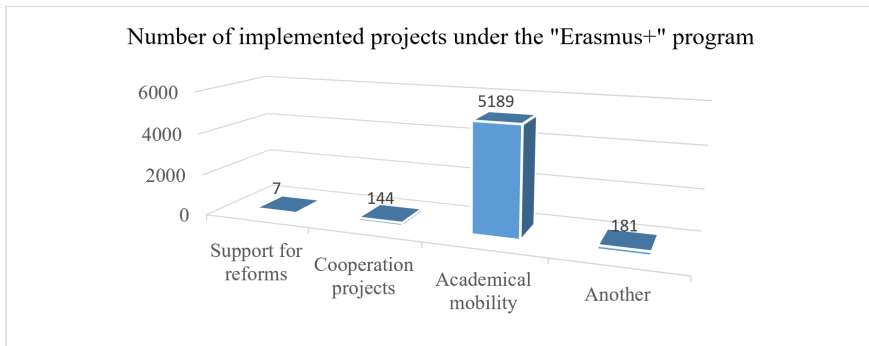


Fig. 5. The number of implemented projects under the «Erasmus+» program in 2014-2020.

As can be seen from fig. 5, the largest number of scientific projects was implemented in Ukraine in the framework of “Academic mobility” in the following areas: youth mobility - 3306 projects; youth academic mobility - 1717 projects; volunteer projects - 153; magisterial programs - 13 (Erasmus National + Office in Ukraine).

The smallest number is generated in the field of «volunteer projects» that was implemented only in 2018, as well as the «Erasmus Moodus»

Magisterial Programs. Within the framework of the “Support of reforms” only 7 projects were implemented in Ukraine to receive the right to use expert support and information, but without direct funding from the European Union.

In general, the «Erasmus+» program is aimed exclusively at developing the potential of future research, as opposed to the (Horizon, 2020) program, which provides funding for the implementation of projects, as well as their commercialization (Structure Horizon, 2020). As the largest EU Framework Program (Horizon, 2020) is aimed at financing two types of activities: scientific research and innovations. Within the framework of the mentioned program 184 projects (CORDIS EU, Horizon (2020) country profile for Ukraine) were financed and implemented in Ukraine (Fig. 6).

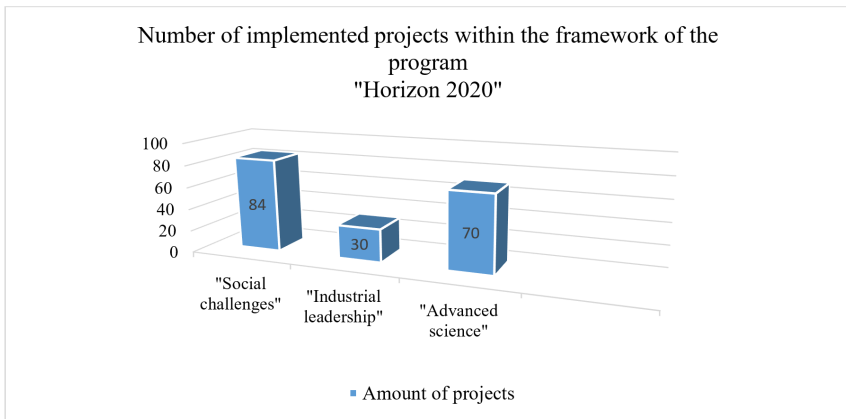


Figure 6. Number of implemented projects within the framework of the program (Horizon, 2020), as in 2020.

Totally, 296 participants from Ukraine (scientists and organizations) took part in the (Horizon, 2020) program over the years and received funding of \$40.53 million. In general, preference was given to projects specializing in precision, chemical, medical and technological research. The Ministry of Education and Science of Ukraine must approve the Regulation on the use of the funds for the possible participation of Ukrainian researchers in contests of this program, without which further funding of the projects is impossible.

Overall, describing the activities of the «Erasmus+» and (Horizon, 2020) programs in Ukraine over the past few years, it should be noted that they have helped to increase the number of contacts between Ukrainian and European educational institutions and research institutions in Ukraine.

The participation of Ukrainian educational and scientific institutions contributes to both the strengthening of their institutional capacity and the development of the sphere of education and science in Ukraine as a whole. The implementation of such projects has provided the possibilities for improving not only the scientific but also the investment potential of Ukraine, which is important for the social and economic development of the state.

The perspective for the development of Ukrainian scientists and increasing numbers of research projects in international grant programs over the next 5 years is for Ukraine to participate in the «Horizon Europe» program, which has been transformed from «Horizon 2020» to cover the period 2021-2027 (Zamora, 2021). The «Horizon Europe» program for this period is predicted to provide funding of approximately €95.5 billion in the areas of science and education, 30% more than in the previous period, and provide the opportunity to increase the number of science projects from Ukraine (Horizon, 2020) country profile for Ukraine.

However, as we can see from the presented above analysis of the number of scientific projects that receive funding and within the framework of the European Union programs and were implemented, this potential is not fully realized. That is why the necessity of using the project approach for increasing the quality and efficiency of education in Ukraine is growing.

The need to use a project-based approach in the field of knowledge of public management and administration as a separate field for the training of public servants should be emphasized separately. In particular, the point is about three key areas in this sphere, which, in general, are aimed at enhancing the culture of project management:

- managerial activity of institutions of higher education that train professionals in the specialty 281 “Public Management and Administration”. This approach makes it necessary for educational institutions to constantly update the content of the work in order to use additional knowledge and tools to meet the needs of public authorities and public servants themselves, including in the field of project management;
 - Scientific activity of higher education institutions for training public servants.
 - Such an approach will enable to ensure the development of innovation and will contribute to increasing the potential of fundamental and applied scientific research in the sphere of public administration and management, as well as the development of research infrastructure of educational and scientific institutions of Ukraine. In particular, the matter concerns the development and implementation of scientific

projects in the sphere of public administration that can be represented in the form of educational and scientific qualification works (diploma, dissertation).

- Educational activity of institutions of higher education. This approach will help to ensure: training of highly qualified professionals for direct professional project activities in the field of public management and administration for the development and implementation of projects, including at the expense of state funds and international grants; training of public servants for active project offices of public administration reforms; preparation by a public servant of a qualification work in the form of a separate scientific project in the field of public administration and administration.

In our opinion, the educational and scientific sphere of the project approach is the integrative one, that is, the one that can influence other aspects of public management and administration in Ukraine. These and other areas of modernization of training of public servants were taken into account during the development of the standard of higher education for the specialty 281 «Public administration and administration» for the second (master's) level of higher education (Order of the Ministry of Education and Science of Ukraine No. 1001, 2020), one of the general competencies of the graduate is the ability to develop and manage projects (ZK03), and one of the specialized competencies is the ability to develop and implement innovative projects at various levels of public management and administration (SK12). However, these norms of the Standard must be implemented in all educational-professional and educational-scientific programs of institutions of higher education, which carry out training for the specified specialty.

The demand for project management specialists in the sphere of public administration and management is especially urgent in the conditions of military and political instability, active warfare on the territory of Ukraine, as well as its post-war recovery.

At the moment, a number of international and state funds have started and are operating, the purpose of which is to provide financial assistance to Ukraine, in particular on the issues of renovation of property and destroyed infrastructure, renovation and transformation of the economy, support for the army, etc. Accordingly, it is possible to receive funds from the mentioned ones, technical and grant support from international organizations and programs only by submitting project proposals, this will allow to provide targeted funding, as well as facilitate monitoring and control of their use.

Conclusion

Priority spheres of application of project approach in the sphere of public administration and administration can be nominally divided into two blocks: pre-war (peaceful) period of Ukraine's development and military, war periods. Active military actions in Ukraine, which led to the destruction of social and critical infrastructure, significantly changed the strategic priorities of the state and contributed to the appearance of new challenges for the state authorities.

Thus, in the pre-war period, the priority areas of state development that required project management were those dictated by the reforms launched in Ukraine, in particular the decentralization reform. In this regard, state support and financing of investment projects and programs from the SFRD was provided to support the implementation of the Strategy for Regional Development of Ukraine, joint projects of the common territorial communities, etc.

The priority of the project approach in the sphere of culture and tourism was determined by the creation of the UCF, the activity of which was mainly focused on the institutional support of culture, the main focus of its activities was on the institutional support of culture, art and tourism under the conditions of the pandemic and Ukraine's participation in the information war with the Russian Federation, which required an increase in the number of information, cultural and art projects.

The current period of Ukraine's development dictates new priority directions of using the project approach in the sphere of public management and administration, in particular, the following: rebuilding of the destroyed and damaged infrastructure, entire settlements, renewal and transformation of the economy of the state, support of the army, etc. These areas will require new competencies in both public servants and other subjects of project initiative, especially in project management. That is why the development of scientific projects and application of project approach to education and science in the field of knowledge of public management and administration is particularly relevant.

Active use of the project approach in education and science as an integrative sphere will give the opportunity to effectively use the potential of international technical assistance, that is to get additional funding for the implementation of projects and programs in priority areas of public administration, and grantors – to monitor and control the financing of such projects, which is particularly relevant in the current conditions of Ukraine's tourism and development.

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