



## Projects management in the formation of a new model of education management of the combined territorial communities under the conditions of decentralization of power in Ukraine: definitions and aptness of implementation

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The article reveals the relevance of the problem of education management under the conditions of decentralization of power in Ukraine, there we analyzed and compared the system of concepts on projects management, project cycle management, project portfolio management, cluster approach, and event management. The ways of implementation of the project cycle management technologies built on the basis of integrated and logical-structural approaches, in the management of the education of the united territorial community are proposed. The author's position is to apply the cluster approach in the system of management of education and methodical service and proposals for determining the role of public council in the local executive body of the united community.

*Key words: decentralization; decentralization of education management; united territorial community; New Ukrainian school; projects management; management of project process; portfolio project management; event management; cluster; civil council.*

### Introduction

Realization of the tasks defined by the current legislation for the formation of institutions of direct democracy, formation of civil society in the country, harmonization of interests of the state and united territorial communities (UTC), satisfaction of the interests of every citizen in various spheres of his life in the respective territory, provision of high-quality civil services is extremely relevant question in terms of European integration and decentralization of power in Ukraine (The Law of Ukraine "On Education", 2017; Law of Ukraine "On Voluntary Association of Territorial Communities", 2015; Decree of the President of Ukraine "On promoting the development of civil society in Ukraine", 2016). Factors for solving this problem are the optimal definition of the directions, conditions, mechanisms and timing of the formation of effective local self-government and territorial organization of power. Actualizing "the need to preserve the vertical in the performance of the educational powers and tasks of the existing and established educational management bodies (Ministry - educational

administration bodies of regional state administrations - the authorities of district, city (district in cities), united territorial communities - educational institution), the Ministry of Education and science of Ukraine state that one of the significant administrative powers that the local self-government bodies of UTC have received is the right to form their own and effective system of provision educational services of the population of their community. Taking into account the social significance of the education sector and the dominant volume of the UTC budget expenditures for its maintenance, this task may be of primary importance and most relevant to the authorities of the united territorial community (Letter of the Ministry of Education and Science of Ukraine..., 2015).

Minister of Education and Science of Ukraine L. Grinevich, presenting the concept of «New Ukrainian School», noted that «we do not need tuning of the system, but new results» (We do not need tuning...). The Law «On Education» defines the principles of state policy in the field of education and the principles of educational activities regarding human-centeredness, transparency and publicity

of the adoption and implementation of management decisions; state-public administration and state-public-private partnership determine the search for ways to modernize transformations in the structure, content, technologies of education management in the united territorial communities. According to A. Chemeris, public policy is implemented through targeted intervention of public authorities and local self-government bodies into existing social practices. Such an intervention aims at changing the behavior of social groups (target groups) that have caused the emergence of a problem and may occur not only in the format of the presidential decrees, government resolutions, prescripts, and commands of ministries, institutions or local authorities, but also in the form of programs or projects (Chemeris, 2012, p. 7). According to the results of recent studies in Ukraine and abroad, most of the modern leaders in politics, business, art, sports are people who have a project type of thinking, that is, they successfully use the technology of project management. This is confirmed by statistical data: project management is in 74% of organizations, 37% of executed work processes. Project management is the answer to today's challenges. Under conditions of globalization and increasing competition, it helps to ensure the quality of the execution of orders by the consumer of services provided by the organization (Ryabova, Yermolenko, 2016, p. 6).

In order to jointly implement the powers that are within the competence of local self-government bodies of the subjects of cooperation, defined by the Law of Ukraine «On Cooperation of Territorial Communities» (2015), the branch ministry recommended to carry out such cooperation in the form of «implementation of joint projects involving coordination of activities of the subjects of cooperation and accumulate them for a certain period of resources in order to jointly implement appropriate measures; co-financing (maintenance) by subjects of cooperation of enterprises, institutions and organizations of communal ownership - infrastructure objects» (Letter of the Ministry of Education and Science of Ukraine..., 2015). That is why, in our opinion, the theoretical study on application of project management technologies in the formation of a new model of education management of the united territorial communities that are created in Ukraine is actual.

#### **Goals of article**

The purpose of the article is to substantiate the relevance of application of project management technologies in formation of the new model of education management of the united territorial communities, to carry out the analysis and definition of the system of corresponding concepts, to highlight the possibilities of transformation of scientific achievements and world experience in introducing the project cycle management technologies in the management of education in the conditions of decentralization of power in Ukraine.

#### **Methods and procedures of research**

Theoretical research uses methods of analysis, induction and deduction, comparison, generalization, systematization and interpretation of facts.

#### **Results**

In order to analyze the feasibility of implementation project management technology in the management of education of the united territorial communities, we will take as the basis for our research the definition of the following concepts by the scientists: «project in the public sphere», «project management», «project cycle management in the public sphere», «integrated approach in the development of projects and programs», «logical and structural approach in designing projects and programs», «program (portfolio of projects)», «event management», «cluster» (Table 1).

The basis for building a system for managing innovation projects and programs in foreign countries is the international and national management standards that summarize the experience of developed countries, accumulated in the development and implementation of projects and programs (Chemeris, 2012). In Ukraine, since 2005, project management in the public sphere is carried out in accordance with the P2M methodology. Nowadays, the P2M knowledge system is used by the Ministry of Finance of Ukraine as a standard for the management of innovative projects and programs (Yaroshenko, 2010).

Exploring the methodological aspects of project management, researchers point out that one of the fundamental trends is the shift from traditional project management practices to project cycle management. In the UN, the European Commission, the World Bank, the European Bank for Reconstruction and Development, and other international technical assistance institutions, to ensure the effective achievement of the objectives of the projects and programs in their development and implementation, they use the methodology of project cycle management based on integrated and logical-structural approaches (see table) (Chemeris, 2012). According to this methodology, the project management processes form a project cycle of six stages: programming; identification; formulation; financing; implementation; evaluation and audit. Such a methodology can clearly reflect the objectives, objectives and results of the project while simultaneously minimizing risks, and also ensures compliance of the national, sectoral, regional and local strategic priorities of the European Union (EU) strategy; detailed analysis of problems; planning, targeting, etc. The analysis of scientific achievements allows us to conclude that there is a global trend of transition from the management of individual projects to portfolio management projects, or the program. Portfolio management of projects (program) for realization of large-scale projects of state importance provides the following possibilities: to direct limited resources for projects that are most important for achieving the goals of socio-economic development of the city, region, country; analyze the indicators of the efficiency and cost of the projects throughout their life cycle in order to decide on the introduction of new projects into the portfolio or the closure of unprofitable and ineffective projects; discover and remove unpromising and duplicate projects. In 2010, the Project Management Institute developed a methodology and research that aimed to study the successful implementation of federal government programs in the United States. Respondents had to assess the level of positive impact on programs on a number of factors from 3 areas: human factor, process organization, tools.

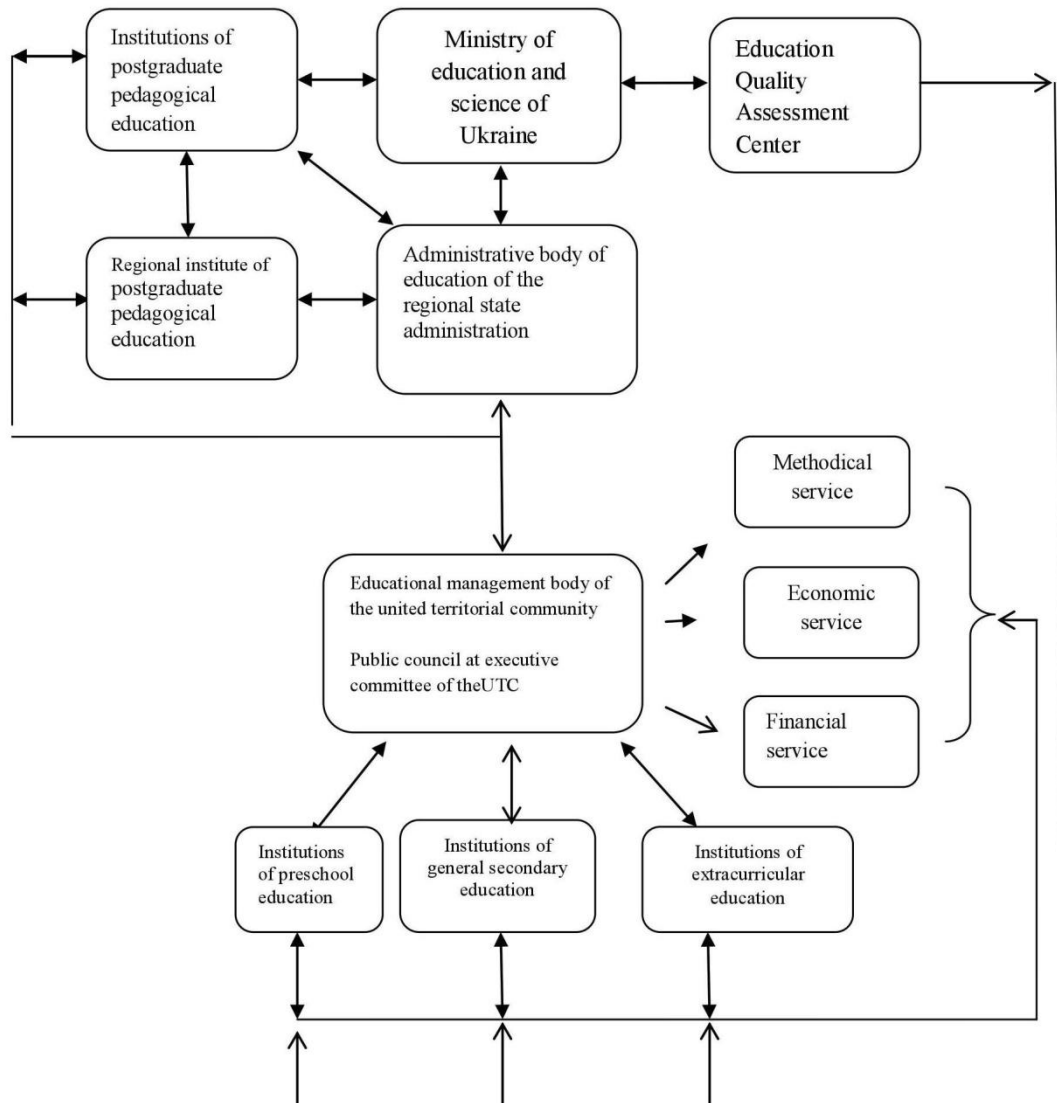
Table 1

**The essence of the concepts «project in the public sphere», «project management», «project cycle management in the public sphere», «integrated approach in the development of projects and programs», «logical and structural approach in the development of projects and programs», «program (portfolio of projects)», «Event management», «cluster»**

Concept	Essence
Project in the public sphere	<ul style="list-style-type: none"> <li>• a complex of interrelated logistically structured tasks and measures organized on a time scale aimed at solving the most important problems of the development of the state, separate branches of economy, administrative territorial units or territorial communities, organizations and institutions and carried out in the conditions of financial and other resource constraints within certain deadlines</li> <li>• a certain set of managerial tasks and organizational actions, methods and tools aimed at achieving a specific objective of the project activity (Chemeris, 2012)</li> </ul>
Projects management in public field	<p>the process of institutionalization into the program-target format of ways of interfering state authorities or local self-government bodies into social reality in order to solve a public problem. At the same time, in a limited time and resources, unique products or services are created that have not been developed before and are different from existing ones.</p> <p>The process of institutionalization includes: the formation of a project structure; strategy development; formalization of procedures and development of coordination, management and financing templates; definition of competences and skills formation (Chemeris, 2012)</p>
Project cycle management	specific management decision-making activity throughout the life cycle of a project aimed at solving a public problem through the definition and achievement of planned goals (Chemeris, 2012)
Integrated approach to developing projects and programs	<ul style="list-style-type: none"> <li>• provides for consistency of objectives (national, sectoral, regional, local) and the logical structure of the project; plan of work with resources and expenditures in terms of results; plan of work with the organizational structure of the project implementer; work plan and monitoring; the unification and coordination of all project information systems into a single system and the linkage of all components of the design and implementation of the project with the personnel management system;</li> <li>• aims to prevent separation from each other in relation to individual processes: programming, identification, formulation, financing, implementation, evaluation and audit;</li> <li>• should ensure consistency in product development processes and project management processes (Chemeris, 2012)</li> </ul>
Logical and Structural Approach in the Development of Projects and Programs (LSA)	<p>analytical process and a set of tools used in the planning, management, monitoring and evaluation of project quality;</p> <p>a set of interrelated concepts that are used as part of an iterative process to facilitate a structured and systematic analysis of a project or program that consists of two phases - analysis and planning (Chemeris, 2012)</p>
Program (project portfolio)	a set of interrelated resources, executors, and terms of projects that require coordination and implementation management to achieve a common goal (Chemeris, 2012)
Event-management	<p>Interpretation of the concept of "event management" includes two main aspects:</p> <ul style="list-style-type: none"> <li>• use of special measures to achieve different corporate and social goals;</li> <li>• methods and techniques for managing unique events that are considered as separate business projects</li> </ul> <p>Event management is understood as the implementation of project management methods - project management in the practice of events, emphasizes the need for a formalized project approach to organization of events (Wikipedia. Event Management)</p> <p>Further development of event management in Ukrainian companies will enrich the practice of Ukrainian companies with important innovative management technology that helps to effectively address the challenges of increasing the recognition of a product, service or company, awareness of the organization's services (the event promotes a separate service); Presentation of a favorable image of a product, service, place or organization; increase in product sales or, for example, attendance at a place; meeting the needs of society, both social and material.</p> <p>In addition to holidays, events, as the event we understand conferences, exhibitions, press conferences, and as event-management - their successful organization (Koval, Smirnov, Smirnova)</p>
Cluster	<ul style="list-style-type: none"> <li>• branch-territorial voluntary association of enterprises, which closely cooperate with scientific institutions and local authorities in order to increase the competitiveness of final products and economic growth of the region (Voynarenko, 2000, p. 12-15).</li> <li>• Localized territorial-industrial form of integration of interacting economic entities, the banking, private sector, educational institutions, authorities and related, auxiliary, design, innovative enterprises / organizations, infrastructure objects characterized by the production of competitive goods or services, availability of an agreed development strategy aimed at realizing the interests of each participant and the territory of the localization of the cluster in which it is located and having a significant social economy importance for the region (Kovaleva, 2007, p. 9-13).</li> <li>• a system of cooperation between tightly connected and territorially close entrepreneurial networks and organizational structures (manufacturers, suppliers, consumers, government, public, scientific and educational institutions, infrastructure objects, technoparks) for the purpose of organization, rational use and increase of world-level production (innovation orientation) (Fedorova)</li> </ul>

The results revealed that, on average, the greatest influence on the success of the implementation of a program was made by the factors of the organization of the management process, namely, the clear connection of the program with a broader

organization strategy, the presence of stakeholder analysis, support of the program by the executive authorities, defined indicators of performance, which are indicators of achieving program goals. Quite interesting from a practical point of view is the experience of implementing innovative projects and programs in Canada, where the form of introduction of innovations in public expenditure management is divided into 2 groups: 1. small initiatives of mid-level employees in the form of innovative projects; 2. large innovation projects, which are components of innovation programs, initiated by individual departments or the state (Kulichenko, 2016).



**Fig. 1. Model of education management of the united territorial community**

The dynamics of reformational changes in education in Ukraine in the conditions of decentralization requires the transition to a new model of education management in the united territorial communities, which should be highly adaptive, project-oriented and sensitive to the needs of the market for the provision of educational services. Implementation of the innovative system of local self-government in the framework of the creation of UTC opens up new opportunities for the implementation of managerial influences in education, the purpose of which is to create favorable conditions for the emergence, implementation and development of intelligent queries of each individual. Such a definition of the purpose of the management of education involves managing its development, providing quality and

affordable educational services at the community level, improving the professional skills of teachers, harmonious association of creative potentials of all participants in the regional educational system of professional development of pedagogical workers (Bilyk, 2015). Decentralization in education is a system of governance, which is based on the cooperation of independent institutions of different levels, governed by the articles of the law. This means that the united community will have an autonomous, democratically elected local self-government body whose council and executive body will act in accordance with the expectations of the local residents who have chosen them. One of the significant administrative powers that a local government body of the united community will have is the right to the

formation of an own and effective system of providing educational services to the people of its community. Consequently, an important element of creating an effective system of administrative services for the education of the united community is the maximum delegation of administrative and teaching-methodological powers to the level of the educational process (educational institutions), in conjunction with proper management within the institution itself and ensuring the quality of education.

Reformation processes on the path of decentralization of power in this case determine the main function of education management of the united territorial community, the model of which is presented in Fig. 1 - coordination of actions of government institutions, educational institutions and the public in order to meet the personal needs of the community and public requests for intellectual and professional enrichment.

**Discussions**

In our opinion, the application of the cluster approach and project cycle management technologies (see Table 1) may be extremely important in this process. The cluster, as an institution, is created through the interaction of human capital, the search for common interests, various forms of cooperation between subjects. E. Kutsenko notes that the main difference of the educational cluster is not so much among its participants (the educational cluster may include commercial organizations, state authorities, organizations for cooperation) and not in the leading role of HEI (they can be the core and the usual cluster ), but in that specific product, which is the result of its activities. If in an automobile cluster the main product is a car, in the chemical - the products of chemical production, then in the

educational cluster the main product is educational services. Certainly, the educational cluster is still aimed not so much at creating educational services as in teaching a person capable of competition in the ever-changing market conditions (Kutsenko). This is the goal of the New Ukrainian School in accordance with the Concept for implementing the state policy in the field of reforming general secondary education «The New Ukrainian School» for the period up to 2029, the implementation of which must be provided by the subjects of the UTC (Prescription of the Cabinet of Ministers of Ukraine, 2016). An important contribution to this process can be made by public councils under the executive committee of the united territorial communities, the exercise of which powers in the management of education may be based on the principles of project cycle management.

The author of the practical manual «Development and management of projects in the public sphere: the European dimension for Ukraine» A. Chemerys proposed a logical-structural matrix, which is a table of four columns and four lines. It describes the short content of the project - purpose, goals, results, actions, indicators of their measurement and sources of verification; assumptions are made that are used as a basis for the development of a strategy; indicates the method of project monitoring (Table 2). All this creates the basis for checking the feasibility of the project and ensuring a thorough assessment of doubtful assumptions and unjustified risks, while the second and third columns of the LSA serve as a basis for monitoring and evaluation of the project (Chemerys, 2012).

This matrix can be used in the management of the education of UTC in discussing with stakeholders the problems, purpose, goals and strategies for their achievement, finding ways to achieve them, which ultimately contributes to the success of the community project

Table 2

**Model of Logic-Structural Matrix (A. Chemerys)**

Description of the project (logic of intervention)	Objectively measurable indicators of reach (indicators)	Sources of audit (how,when and who will gather the information)	Assumptions and risks
Goal	Metrics for measuring the target	Sources and methods for audit of achievements	
Purpose of the project	Indicators for measuring project objectives	Sources and methods for audit of achievements	Assumptions concerning the impact on the link between the objectives of the project and general goal
Results	Indicators of measurement of results	Sources and methods for audit of achievements	Assumptions concerning the impact on the connection between the results and objectives of the project
Actions (activities, types of works)	Necessary resources	Cost of the resources'	Assumptions and risks, which influence the link between the actions and results

The synergistic effect of cluster interaction between the entities of the united territorial community with the use of project management technologies in the context of the establishment of civil society, in our opinion, will improve the quality of the services of the education management body in the community, promote regional innovation development, increase the competitiveness of educational institutions and improve quality of life of citizens.

*Conclusions.* The obtained results in the course of the research allow to formulate the following conclusions and propositions of theoretical and practical significance:

- The problem of the management of education in the conditions of functioning of the united territorial communities in Ukraine is grounded. It has been determined that despite the rather progressive Ukrainian legislation in the field of state policy, the problem of education

management in the united territorial communities remains relevant.

- A system of concepts for project management, project cycle management, portfolio management, cluster approach, and event management is analyzed and compared. Based on the analysis and comparison of the basic definitions of the study, an in-depth vision of the possibilities of using the technology of project management in the process of formation and activity of the united territorial communities is proposed.

- The introduction of community-based project management technologies for project cycle management, based on integrated and logical-structural approaches, has been proposed. On the basis of the cluster approach in organizing the UTC activity proposed by the author, the use of the logic-structural matrix in the system of education management and methodical service, the definition of the role of the public council under the local executive committee of the united territorial community will provide a clearer social orientation, dynamism and effectiveness through reformational social transformations in local self-government of the country.

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