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INSTITUTIONAL COMPONENT OF THE PROJECT MANAGEMENT OF THE TERRITORIAL COMMUNITIES' DEVELOPMENT

The article deals with the issues of the institutional support of the project management of development at the regional and local levels. The study covers the constituent elements of the institutional environment for the management of the territorial communities' development projects.

A content analysis of the issues related to the project management standardization has been conducted. Particular attention is paid to the study of the problem of the cooperation of project offices, centers, and other similar institutions dealing with the elaboration of the system of the project management of the development of territorial communities at the regional and local levels.

Generalizations and proposals have been made regarding the priority of granting powers to such regional project centers/offices in personnel training and providing methodical-consultative facilitation to the communities' project management. The possibilities of the institutional support for the project management of the development of communities in the Ivano-Frankivsk oblast through the interaction and cooperation of the Project-Education Center “Agents of Changes” of Vasyl Stefanyk Carpathian National University with the key public and commercial institutions in the region are substantiated.

Keywords: *development project; institutional support; project management; territorial communities.*
Fig.: 3. Table: 1. References: 15.

Formulation of the problem. The organization of the system of institutions that determine the relations of subjects in the process of project management affects the effectiveness of the implementation of development projects of territorial communities and their sustainability after the end of the project phase. The institutional functions of the public mechanism of the project management of economic development should ensure coordination of interests of stakehold-

ers, unification, and synchronization of documentation for development projects, mobilization of resources, organization of development projects' management, integration of information, and coordination of regional development. Projects and programs, the creation of a common communication space, and effective institutional interaction require the development of certain norms and rules for conducting project activity in the field of economic development, which, in turn, contributes to the rational organization of the institutional system, taking into account the needs and interests of the project activity subjects. However, considering the quality of the results of the implemented socio-economic development projects, it can be stated that the mechanism of public project management is not fully formed, and some of its components remain unregulated.

Analysis of recent research and publications. The features of the development and management of projects at the regional and local levels, and in particular, projects for the development of territorial communities, are the subject of scientific research by many domestic authors: D. Bezuglyi, T. Bogolib, E. Durkheim, K. Kazakova, S. Kirdina, V. Lipov, I. Parfyonov, O. Sukharyev, T. Torgalo, P. Tsegolnyk, I. Chykarenko, Yu. Sharov, O. Shekshuyev. However, the modern socio-economic development of territorial communities and the need to apply a project approach to its management to implement development strategies of the appropriate level remains topical and requires deeper research.

Highlighting the unexplored parts of the general problem. Part of the institutional support of the system of public management of the development projects is insufficiently researched. In particular, the consideration of the issues related to the development of project offices, bureaus, centers at the regional and local levels, as well as their interaction with public organizations, associations, agencies, and other institutions for the purpose of joint training of project management personnel, requires special attention.

The aim of the article is to substantiate the theoretical and organizational base and develop practical recommendations for the formation and practical application of the institutional component of the project management of the territorial communities' development.

Presentation of the main material. The research questions in the field of the project management of the development processes of territorial communities cover many aspects, such as the features of the international financing of investment projects and their impact on improving the financial support of the economy, the use of international management standards, international projects of institutional development of the state, project management in entrepreneurial activity, the mechanisms of the formation and implementation of regional development projects and their institutional support. However, the insufficient use of project management technologies by the central and local bodies of state power and local authorities necessitates a more thorough study of the institutional component of project management support in economic development [1].

The most important elements of the institutional support of project management include the institution of property, the institution of competition, the institution of contract law, the institution of entrepreneurship, state power, economic culture, and national mentality. The institutional support for the development projects management is a set of state and non-state institutions that contribute to the formation of legal, organizational, and economic conditions necessary for the implementation of project activities in the sphere of state regulation of the socio-economic development.

The main components of the institutional support for the management of the community development projects are actually characterized by four interrelated elements: regulatory and legal support; administrative support; organizational and economic regulation and functional support infrastructure (Fig. 1).

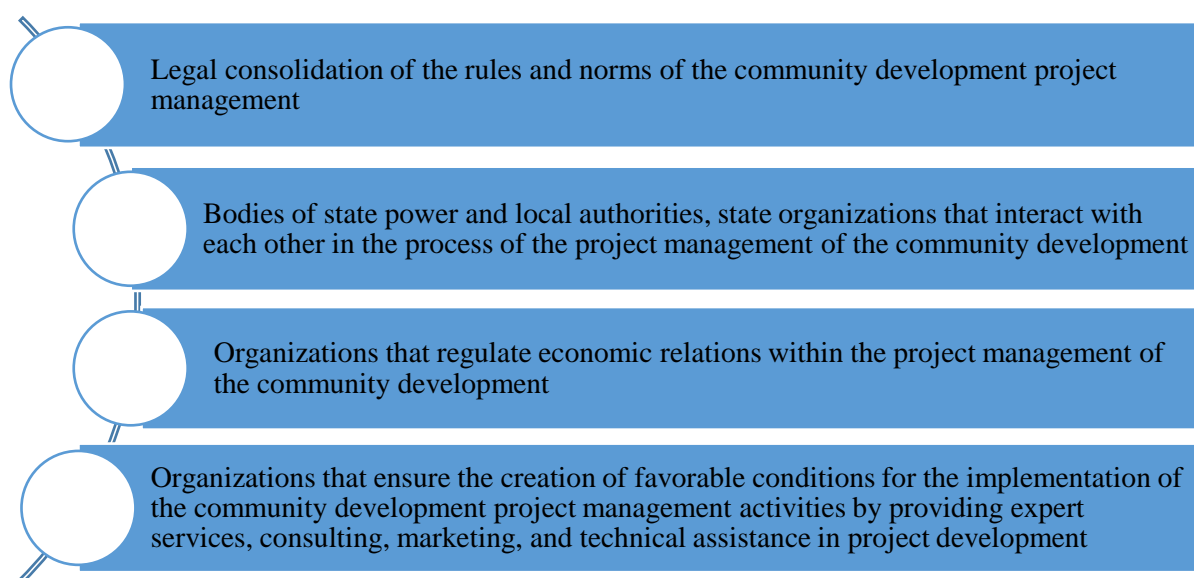


Fig. 1. Components of the institutional support for the management of the territorial communities development projects

Based on Source [2].

In accordance with the functions performed by the state bodies, local authorities, and other state organizations, administrative and management support for project management is formed. Agreeing with the opinion expressed by I. Parfyonov, it is worth understanding that the implementation of development projects involves the performance of certain works at the strategic, tactical, and operational levels [3].

The strategic level is aimed at the formulation and determination of the conceptual foundations of project implementation, and the development of strategic plans, on the basis of which the tasks of the functional level of project management are determined. Since the project is a tool for the implementation of development strategies at the state, regional, and local levels, etc., the main goal of this stage of project management is to determine the coordinator of cooperation between the state structures, state institutions, and state authorities.

The industry specifics of the “project” category dictates that the relevant responsible ministry acts as such a coordinator. The Ministry of Economy of Ukraine is the central body of the executive power, which is entrusted with the functions of the economic center and provides methodical and organizational support for the implementation of the socio-economic policy of the state. The Ministry develops drafts of state programs for the socio-economic development of Ukraine, drafts the state budget together with the Ministry of Finance, prepares drafts of state target complex programs; carries out methodical and organizational control over the development of standards.

The strategic level of project management involves the creation of a project management group, which usually includes: a project curator, a project administrator, project coordinators in key areas, and representatives of project beneficiaries. These groups can be called a project office, a project bureau, a project center, etc., and are designed to provide effective communication between the strategic and functional levels of management.

The functional level of project management accordingly determines the creation of regional working groups for the implementation of the project, which coordinate, monitor and control the execution of works. At this stage, it is important to develop and monitor the implementation of the main documents of the project, namely: the project concept or charter, competence map, communication rules, detailed project implementation plan, project control plan, budget, etc. At the operative level of the implementation of the development project, the direct implementation of project work is provided, which is preceded by the definition of responsibility and the appointment of those who will perform the work. The implementation of operational plans in accordance with the work plan, resource limitations, and established quality criteria is the main task of this stage.

Summarizing the above mentioned, for the implementation of development projects, it is necessary to create a certain organizational mechanism of interconnection between the levels of project management. Currently, agreeing with the opinion of researchers and practitioners, we state that the leading role in project management belongs to the center of planning and coordination of the project work “top-down”. This leads to the fact that the organizational mechanism ensures only the creation of the resource potential for the implementation of projects in the central bodies of executive power and, at the same time, almost completely ignores the development of project management at the local level.

Considering the research of D. Buzuglyi, 68 % of local authorities use project management in their activities [4]. However, as evidenced in Yu. Pogrebnyak’s research, the level of preparation of the functional component of the professional readiness of officials for project management is low and unsatisfactory [5].

Despite the intensification of activities related to the introduction of project management technologies into the practice of public administration and regulation of economic development, as well as the application of project management

at the local level, significant difficulties arise in these processes, which are associated with the spread of project activity regulations and the lack of external methodological support of communities for the development of high-quality projects. The project management standards, which are a generalization of best practices by tracking successfully completed projects, act as regulations.

The standards are developed by international and national standardization bodies and professional organizations in the field of project management.

The founder of project management is Henry Gantt, who became famous thanks to the World War I shipbuilding chart developed in the 1910s, consisting of segments (tasks) and dots (complete tasks, or milestones), as a means of representing the duration and sequence of the tasks in the project [6].

The German economist Roland W. Gutsch is the founder of the European theory of project management. Under his leadership in Vienna in 1967, the *International Project Management Association (IPMA)* was created by 400 participants of the First World Congress on Project Management. Since 1995, the *Association* unites 28 countries, more than 10,000 members of the Institute of Project Management (*PMI – about 26,000 people*), as well as the Australian Institute of Project Management (*AIPM*), the Engineering Advancement Association of Japan (*ENAA*), and others [7].

The most common are the PMI (Project Management Institute, USA) standards, which include:

- main standards: PMBOK® [8], OPM3, Standard for Project Management, Standard for Portfolio Management;
- practical standards – Practice Standard for Project Risk Management, Practice Standard for Earned Value Management, Practice Standard for Project Configuration Management, Practice Standard for Work Breakdown Structures, Practice Standard for Scheduling, Practice Standard for Project Estimating, Project Manager Competency Development Framework;
- structures and additional standards – Construction Extension that the PMBOK® Guide, Government Extension that the PMBOK® Guide.

Among the well-known international standards the “Guidebook of Project and Program Management for Enterprise Innovation” – “P2M”, IPMA® Standard, Standards of DSTU ISO 9001:2009 “Quality Management Systems. Requirements”, DSTU ISO 10006:2005 “Quality Management Systems. Guidelines on Projects Quality Management” were used in 2010 for the development of the national standard MFU 75.1-00013480-29.12:2010 “Management of Innovative Projects and Programs. Methodology” by the Ministry of Finance of Ukraine [9].

ISO 21500:2012, Guidance on Project Management, is an international standard developed by the International Organization for Standardization (ISO), rooting in 2007 and published in 2012. It is a general guide and basic principles of best practices in project management. The ISO Technical Committee on Project Management, ISO/PC 236, and the American National Standards Institute (ANSI) used the following materials in the development of this document: ANSI/PMI 99-001-2008; PMI BOK Guide – 4th edition.

A Guide that the Project Management Body of Knowledge (PMBOK Guide) is a guide that contains a set of processes that are generally recognized and ensure the performance of project management tasks regardless of industry and organization. PMBOK contains fundamental and basic practices that, according to PMI, provide commercial results for any organization – local, regional or global. Today, the 7th edition of 2021 is relevant. This version of the book differs from the previous ones in that it is not based on processes, but on principles. This radically changed the structure and approach to project management in general [10; 11; 12].

A comparison of the content of the PMBOK and ISO 21500 standards is presented in Table 1.

Table 1

Comparative characteristics of the structure and content of key international standards

Standards Characteristics	International Standard		
	PMBOK 6	PMBOK 7	ISO 21500:2012
1. Number of groups of PM processes / principles	5	12	5
in particular:	<ol style="list-style-type: none"> 1. Initiation 2. Planning 3. Implementation 4. Monitoring and Control 5. Closing 	<ol style="list-style-type: none"> 1. Administration 2. Team 3. Stakeholders 4. Value 5. System Thinking 6. Leadership 7. Adjustment 8. Quality 9. Complexity 10. Risks 11. Adaptability and Flexibility 12. Change 	<ol style="list-style-type: none"> 1. Initiation 2. Planning 3. Implementation 4. Control (Verification) 5. Closing
2. Number of PM Subject Groups	10 fields of knowledge	10 fields of knowledge	10 subjects
in particular:	<ol style="list-style-type: none"> 1. Integration 2. Borders 3. Human resources 4. Time 5. Cost 6. Risk 7. Quality 8. Supply 9. Communications 10. Interested Parties 	<ol style="list-style-type: none"> 1. Stakeholders 2. Team 3. Development Approach and Life Cycle 4. Planning 5. Project Work 6. Supply 7. Measurement 8. Uncertainty 9. Adjustment 10. Models, Methods, and Artifacts 	<ol style="list-style-type: none"> 1. Integration 2. Interested Parties 3. Borders 4. Resource 5. Time 6. Cost 7. Risk 8. Quality 9. Software 10. Communications

The planned and systematic activities related to finding and attracting funding sources for the implementation of regional and local economic development projects are important for ensuring the efficiency of the project management of the community's development.

At the same time, there remains the problem of obtaining sufficient funds, which relates to the inability of local authorities to competently prepare a package of documents and present the investment, social and other projects in the field of local self-governing economic development for all stakeholders. Most employees of local authorities have insufficient or no necessary skills and knowledge in the fields of financial and project management in general, delivering presentations and conducting negotiations, especially in English, which is the professional international language of the project field. Solving this problem is possible by organizing the appropriate training of both current and potential employees of state and local authorities or by involving consulting organizations that have trained personnel specializing in project management and fundraising who can prepare them or provide consulting turnkey assistance (from project idea development to successful implementation).

Despite the existence of various approaches to project management, its distinguishing features are the determination of the scope of tasks to be solved, the allocation of resources, and the monitoring of work performance, which needs certain professional skills of the staff, their participation in project implementation, and its technical support. In addition to generally recognized limitations (quality, time, and cost of the project), managers should pay attention to the processes of the personnel, methodical and information-technical support of project implementation.

The optimal form of developing PM practical skills is the consultation of officials with highly qualified specialists in the sphere of project management (researchers, experts, and representatives of public organizations). For this purpose, reform bureaus and project offices as consultative-advisory bodies have been established in Ukraine under some ministries. The same institutions are formed at the level of territorial communities and individual institutions, associations, and agencies that should influence regional and local development. However, the activities of these bodies, institutions, and organizations do not always effectively foster the implementation of reforms, which are a number of interconnected projects of various scales and complexity [13].

The reason for this is one of the main drawbacks of the organization of the work of the created project bureaus or offices – their distance from the local authorities as the direct executors of the project activities. The solution to this problem is possible through the creation of regional project offices, the powers of which should include: the informational and methodological support of project implementation processes at the local level; the formation of the project working and expert groups in the relevant areas; the attraction of highly quali-

fied experts/consultants based on open tenders; the promotion of international cooperation – the formation of the bases of international/cross-border potential partners; the methodological and organizational and technical support for receiving international grants, and other necessary structural ways for ensuring the comprehensive and effective management of development projects at the level of territorial communities.

An example of such an office for the development projects management is the Project-Education Center for Development of Innovations and Investments in the Region “Agents of Changes” of Vasyl Stefanyk Precarpathian National University (hereinafter – the Center) [14]. Its activities were initially aimed at increasing the level of competencies and advising the interested personnel on project management issues.

At the same time, the Center’s activities had an applied nature and were oriented at various target groups. Figure 1 shows the composition of the local and regional development project management stakeholders, who, in our opinion, directly and indirectly, participate in the development and implementation of the projects on the territory of their community or region in general, thanks to cooperation with the Project-Education Center “Agents of Changes” of Vasyl Stefanyk Precarpathian National University.

The work of the Center’s specialists is aimed at consulting and providing educational support on the development projects management, as well as direct involvement in the development and implementation of the projects together with stakeholders. In this way, the interested parties are integrated into the “live” process of project management, which allows them not only to obtain certain professional knowledge and competencies but also to consolidate them on the practical experience of the implementation with the mentoring and/or facilitation support of the Center’s trainers.

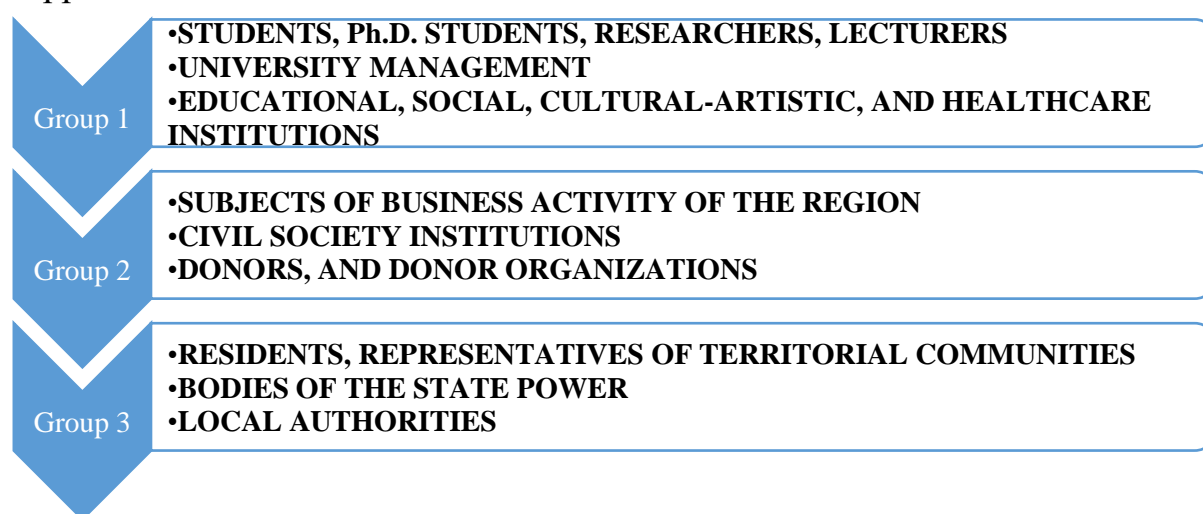


Fig. 2. Target groups in the project management system of the Project-Education Center “Agents of Changes” of Vasyl Stefanyk Precarpathian National University

During the project phase and already the second year of its sustainability, the existence of the Center made it possible to solve a number of issues, in particular, to strengthen the institutional and personnel capacity in the region and to improve the information and educational support on the project management issues through:

- the created well-equipped office (Multitouch Table, a cloud platform based on the Cisco software product Collaboration Flex Plan, etc.),
- the implementation of educational programs for the teaching students and postgraduates of Vasyl Stefanyk Precarpathian National University the subjects related to project management,
- the provision of permanent consultative and informational support to project management stakeholders, support for project development and implementation,
- the development and approval of the development strategies, programs, plans, etc. by institutions – stakeholders, etc.

In the region, at the time of the Center's creation, a few institutions were providing some services related to the application of the project approach and project management at individual stages of the project implementation and improving the knowledge and skills in this area. Within 3 years of its functioning, the Project-Education Center "Agents of Changes" has established close cooperation with them, namely: centers for professional development, consulting companies, Ivano-Frankivsk Regional Center for retraining and advanced training of employees of state authorities, local authorities, state enterprises, institutions and organizations; PC "Business Initiatives", NGO "Insha Osvita", etc.), Agency of Regional Development of the Ivano-Frankivsk oblast; Center for the Development of Local Self-Government (U-LEAD Ivano-Frankivsk Regional Office), Association of Cities of Ukraine (USAID/PULSE); Agency of the Precarpathian UTCs Development; online platforms DESPRO, PROMETHEUS; programs DOBRE, PLEDDG, GIZ, etc. [15].

The cooperation of persons interested in the development of communities increased especially during Russia's military aggression against Ukraine. In many cases, the project approach becomes the decisive tool since grants and other financial receipts to support the reconstruction and development of Ukraine have increased significantly.

Such a situation no doubt leads to the expansion of the need for specialized personnel in the field of project management from idea to successful implementation. This, in turn, determines the need for the development of project offices, bureaus, and centers at the level of communities and regions.

At this stage of ensuring the sustainability of the Project-Education Center "Agents of Changes" of Vasyl Stefanyk Precarpathian National University, a model of cooperation and interaction with the institutions of various organizational and legal forms is being worked out in order to strategically plan the possibility of attracting the largest possible amount of budgetary, grant, commercial and other types of resources for the implementation of the projects of regional and local development (Fig. 3).

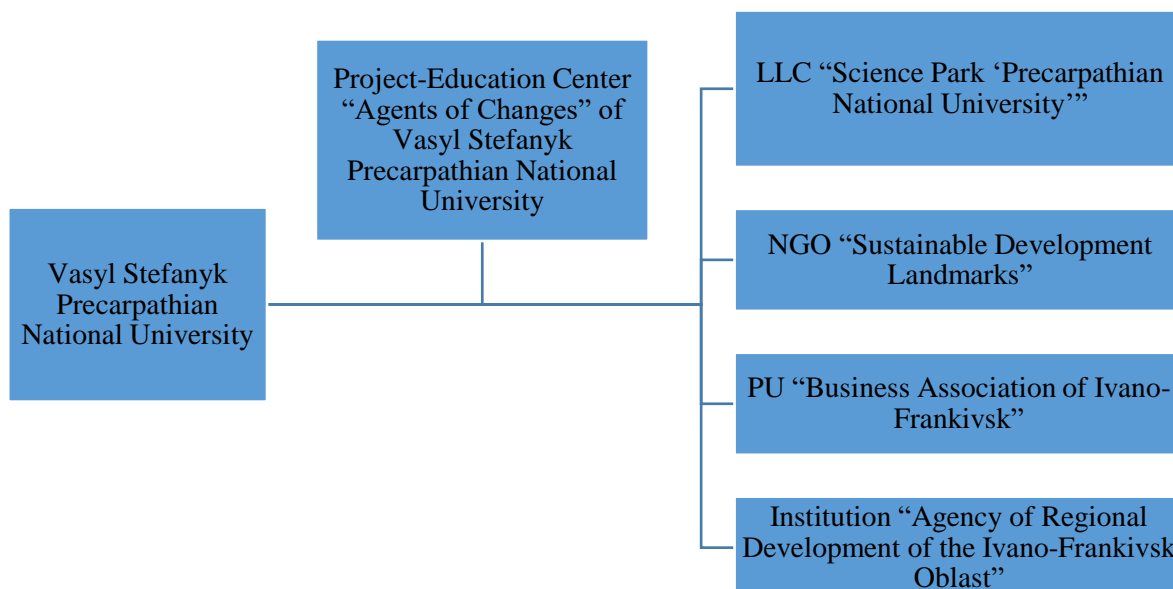


Fig. 3. Key participants of the model of cooperation and interaction of the Project-Education Center "Agents of Changes" of Vasyl Stefanyk Precarpathian National University with regional institutions on project management issues

The logic of such interaction is determined by the diversification of the areas of the development projects implementation. Thus, the social projects, as well as the projects aiming at the development of the spheres of tourism, culture, ecology, etc., require cooperation in their elaboration and implementation with the NGO "Sustainable Development Landmarks" and the Institution "Agency of Regional Development of the Ivano-Frankivsk Oblast". Instead, the commercial, investment, and infrastructure projects require the participation of the LLC "Science Park 'Precarpathian National University'" and PU "Business Association of Ivano-Frankivsk".

It's all determined primarily by the need for the involvement of resources through the institutions of different organizational and legal forms. Such requirements are set for applicants by potential donors who determine the acceptable and unacceptable participants of grant competitions.

In addition, such a range of organizations through which the development, implementation, and management of territorial communities' development projects are carried out expands the priority areas of their implementation.

This allows us to cover different priorities of grant organizations, which they use as one of the criteria when choosing projects for funding. Thus, the Project-Education Center "Agents of Changes" of Vasyl Stefanyk Precarpathian National University will be able to work more effectively as a platform for the coordination and management of regional and local development projects if it combines the capabilities, skills, and efforts of the mentioned institutions. At the same time, the Center will also act as a communication link with all the structural subdivisions of Vasyl Stefanyk Precarpathian National University, as well as

with the state and local self-government bodies. This, in turn, will ensure the more efficient management of projects, considering the possibility of building a closed model of interaction of all participants.

Conclusions and suggestions. Summing up, we should note that the research identified the main components of institutional support for the management of the territorial communities' development projects, characterized the drawbacks and problems of institutional support for project management in the public sphere, and proposed a toolkit for solving the spotted problems.

The main drawbacks of the institutional support for the management of regional and local development projects are: the insufficient expansion of the network of regional project offices; the difficulties in disseminating project activity regulations and the lack of external methodical support of communities for the development of high-quality projects; the absence of a coherent system of international project management standards, which necessitates the training of personnel of domestic organizations in the implementation of basic skills and standards in specific projects; the lack of local self-government employees of certain skills and knowledge in the field of project and financial management, conducting presentations and negotiations with the aim of obtaining sufficient grant funds for the territorial communities' development projects.

The study also offers generalizations and suggestions regarding the need to support the activities of regional project centers/offices in personnel training and methodical-consultative support on the project management issues in communities. The possibilities of institutional support for the project management of the community development in the Ivano-Frankivsk oblast are ensured through the interaction and cooperation of the Project-Education Center "Agents of Changes" of Vasyl Stefanyk Precarpathian National University and key public and commercial institutions in the region. This ensures a wide diversification of project activities and management of development projects in general, thanks to covering various sectors of economic activity and their interaction.

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ІНСТИТУЦІЙНА СКЛАДОВА ПРОЕКТНОГО УПРАВЛІННЯ РОЗВИТКОМ ТЕРИТОРІАЛЬНИХ ГРОМАД

Стаття присвячена дослідженню питань інституційного забезпечення проектного управління розвитком на регіональному та місцевому рівнях. Дослідженням охоплено розгляд складових елементів інституційного середовища управління проектами розвитку територіальних громад.

ПРОБЛЕМИ МЕНЕДЖМЕНТУ ТА РОЗВИТКУ ПРОДУКТИВНИХ СИЛ РЕГІОНУ

Проведено контентний зріз щодо питань стандартизації проектного управління. Особливу увагу приділено дослідженню проблеми взаємодії проектних офісів, центрів та інших подібних інституцій з т.з. вибудови системи проектного управління розвитком територіальних громад на регіональному та місцевому рівнях.

У процесі дослідження встановлено, що основними недоліками інституційного забезпечення управління проектами регіонального та місцевого розвитку є: недостатнє розширення мережі регіональних проектних офісів; труднощі з поширенням регламенту проектної діяльності та відсутність зовнішньої методичної підтримки громад для розробки якісних проектів; відсутність цілісної системи міжнародних стандартів управління проектами, що зумовлює необхідність навчання персоналу вітчизняних організацій впровадження базових навичок стандартів у конкретних проектах; відсутність у службовців місцевого самоврядування певних навичок та знань у сфері проектного та фінансового менеджменту, проведення презентацій та переговорів з метою отримання достатніх грантових коштів на проекти розвитку територіальних громад.

Зроблено узагальнення та пропозиції щодо пріоритетності надання повноважень таким регіональним проектним центрам/офісам у підготовці кадрів та методично-консультаційному забезпеченні проектного менеджменту у громадах. Обґрунтовано можливості інституційного забезпечення проектного управління розвитком громад в Івано-Франківській області через взаємодію та співпрацю Проектно-освітнього центру «Агенти змін» Прикарпатського університету та ключових громадських та інших суспільних і комерційних інституцій в регіоні. Це дозволяє широко диверсифікувати проектну діяльність та управління проектами розвитку загалом, завдяки охопленню різних секторів економічної діяльності та їх взаємодії.

Ключові слова: проект розвитку, інституційне забезпечення, проектне управління, територіальні громади.

Рис.: 3. Табл.: 1. Бібл.: 15.