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COMMUNICATION MANAGEMENT IN COMMUNITY PROJECT ACTIVITIES

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УПРАВЛІННЯ КОМУНІКАЦІЯМИ В ПРОЕКТНІЙ ДІЯЛЬНОСТІ ГРОМАД

The experience of many countries around the world shows that today, the design has become an important tool for the macroeconomic regulation and development of territories. On the one hand, the place of strategic design in the management system is determined by the fact that it combines analysis of current events, forecasts of socio-economic development and scenarios of possible future with strategy development, and on the other - to balance stakeholder positions, form a common vision

Strategic design of territorial development provides such important advantages as an early anticipation of the necessary changes to solve local problems and meet the needs of the population as opposed to reacting to events that have already taken place; setting priorities for the allocation of limited budget and other resources and liaising with the program-target budget; possibility of preliminary definition and coordination of interests of businessmen and citizens with actions of the power during discussion and formation of directions of strategy; the opportunity for entrepreneurs to obtain useful guidelines for business development in the right areas of the community through the publication of strategy priorities; the possibility and necessity of making current decisions taking into account long-term tasks, strategic goals; formation of the image of the territory with managed

development.

The project-communication approach in the implementation of strategic priorities of the local development creates conditions for the formation of a flexible matrix (project) organizational management structure that is able to respond in a timely manner to changes in internal and external environment, and whose activities are easier to assess and control; and for the community to receive a "finished product" - the end result of the project, which can assess the degree of satisfaction of a particular need or group of needs, ie clearly determine whether the goal of management and to what extent; development of a strategy of targeted rational use of project resources (human, material, financial, etc.) in accordance with the plan of implementation of the local development project and effective management, which is a necessary condition for achieving the end result; carrying out reflection or feedback directly through the residents of the settlement (public hearings, opinion polls, etc.).

Досвід багатьох країн світу показує, що проектування сьогодні перетворилося на важливий інструмент макроекономічного регулювання і розвитку територій. Місце стратегічного проектування в системі управління визначається тим, що, з одного боку, воно дозволяє поєднувати аналіз поточних подій, прогнози соціально-економічного розвитку і сценарії можливого майбутнього з виробленням стратегії, а з іншого – балансувати позиції зацікавлених сторін, формувати загальне бачення перспектив

Стратегічне проектування розвитку території забезпечує такі важливі переваги як завчасне передбачення необхідних змін для розв'язання місцевих проблем і задоволення потреб населення на противагу реакції на події, що вже відбулися; встановлення пріоритетів для розподілу обмежених бюджетних та інших ресурсів і забезпечення зв'язку з програмно-цільовим бюджетом; можливість попереднього визначення й узгодження інтересів підприємців та громадян з діями влади під час обговорення й формування напрямів стратегії; можливість отримання підприємцями корисних орієнтирів для розгортання бізнесу у потрібних громаді напрямках через оприлюднення пріоритетів стратегії; можливість і необхідність прийняття поточних рішень з урахуванням перспективних задач, стратегічних цілей; формування іміджу території з керованим розвитком.

Проектно-комунікаційний підхід у реалізації стратегічних пріоритетів місцевого розвитку створює умови для формування гнучкої матричної (проектної) організаційної структури управління, що здатна своєчасно реагувати на зміни внутрішнього та зовнішнього середовища, і діяльність якої легше оцінити та проконтролювати; а також для отримання громадою «готового продукту» – кінцевого результату проекту, за яким можна оцінити ступінь задоволеності певної потреби або групи потреб, тобто чітко визначити, чи досягнута мета управління та якою мірою; розробки стратегії цільового раціонального використання проектних ресурсів (людських, матеріальних, фінансових тощо) згідно з планом реалізації локального проекту розвитку та ефективного управління ними, що є необхідною умовою досягнення кінцевого результату; здійсненню рефлексії або зворотного зв'язку безпосередньо через жителів населеного пункту (громадські слухання, соціологічні опитування тощо).

Keywords: *institutions; public communication; development; management of state projects and programs; management standards; territorial community.*

Ключові слова: *інституції; публічна комунікація; розвиток; управління державними проектами та програмами; стандарти управління; територіальна громада.*

Formulation of the problem. Decentralization reform was designed to address a range of territorial management issues and provide real development opportunities for communities. The transfer of powers and resources to the local level, which was envisaged by the reform, necessitated the formation of appropriate communications for self-government activities.

Analysis of recent research and publications. Researchers distinguish three system-forming components of ongoing communication processes: political (special public-law status of local governments), administrative (local governments are empowered to satisfy the public interest within the territory) and financial (availability and capacity of communities to own, use and disposal of financial resources owned by them), [2]. Indeed, the deployment of the reform of territorial decentralization was accompanied by a simultaneous increase in the financial capacity of the united territorial communities [3, p. 117]. The experience of many countries shows that design today has become an important tool for macroeconomic regulation and development of territories [6, p. 211]. The place of strategic design in the management system is determined by the fact that, on the one hand, it combines analysis of current events, forecasts of socio-economic development and scenarios of possible future with strategy development, and on the other - to balance stakeholder positions, form a common vision, develop development plans acceptable to society as a whole [1].

Formulation of the goals of the article. The aim of the study is to reveal the role of public communications in improving the management mechanism of international, state and regional projects.

Presentation of the main material. Factors in the success of project management implementation are new approaches in planning and forecasting regional development, widespread practice of developing regional strategies, for the implementation of which functional projects become an important tool, as well as new institutional mechanisms of state regional policy and regional development. Project development of the region (territory) is considered as an innovative tool, the content of which is the implementation of project management in the management of regional development, i.e. management of certain processes and problems in the region through the development and implementation of projects and their portfolios [4, p. 48; 5]. Due to compliance with the requirements of project management, the method of impartial analysis of the project problem, the overall process of project implementation, its organizational and managerial concept, which ultimately ensures the quality of project implementation at transparent costs and rational use of all resources.

A significant step for the introduction of design and communication technologies in the field of strategic planning was the concept of "priority project", proposed in the late 90s of the twentieth century. Researchers, justifying the feasibility of using a project approach to develop and implement strategies, note that from the standpoint of a systematic approach, any project always implements not only the immediate goal of the project, but related to a higher level, which should be present in the development strategy. In this sense, the local development project is a means to achieve strategic goals. That is, each project should be considered from the standpoint of the overall strategy, be a means of achieving strategic goals and through them - a means of achieving the mission. According to this approach, the strategy is transformed into a set of projects and programs (portfolio of projects and programs), which ensure the achievement of established strategic priorities and strategic vision of development.

In contrast to traditional approaches, the use of design and communication approach in the management of territorial development provides: targeted coordination of activities, taking into account the established restrictions; logical ordering of strategic initiatives; standardized step-by-step technology for organizing team activities according to recognized regulations and methods; concentration of resources and responsibilities on the project team.

Awareness and formulation of the benefits of the project approach allows communities to solve a variety of problems:

activity - are expressed in the difficulties of structuring, planning and implementation of human activities (there are no models, programs or algorithms of activity);

institutional - reflect the complexity of the formation, functioning and development of institutions (processes of deinstitutionalization, destruction and degradation of institutions; contradictions in the system of functions, norms and activities of institutions);

organizational - determine the content of the formation, development and functioning of organizational systems (fuzzy target definition of joint activities of people, unfinished system and roles, uncertain type of interaction of formal and informal structures, as well as management and self-government);

resource - due to lack or excess of material, financial, informational, personnel, spiritual and moral, psychological and other resources; or their suboptimal use due to the lack of resource-saving or optimizing their use technologies;

personnel - related to the selection, training and promotion of personnel (problems of poor selection, training and promotion of personnel, their redundancy or shortage, staff turnover, social tensions or conflicts);

information - due to scarcity or redundancy of information, as well as the inefficiency of its processing, dissemination and use.

The realities of today suggest that the integration of strategic and project approaches in the formation of strategies for the development of territories and communities has already become a fact. We can safely say about the project-oriented management of local community development processes as a leading tool for the programmed achievement of their development goals with methodological and managerial support from local authorities with the participation of relevant specialized institutions.

Development is a process that requires effective and efficient institutions, requiring the close cooperation of stakeholders at every level. In view of the above, Ukraine is creating a legislative and regulatory framework for local government reform, which in recent years has developed and adopted a number of important regulations: The concept of reforming local government and territorial organization of power in Ukraine (Cabinet of Ministers of Ukraine № 333-r from 01.04.2014); Law of Ukraine "On Cooperation of Territorial Communities" (№ 1508-VII of June 17, 2014); Law of Ukraine "On Voluntary Association of Territorial Communities" (№ 157-VIII of February 5, 2015); Methods of

forming affluent territorial communities (Resolution of the Cabinet of Ministers of Ukraine № 214 of April 8, 2015); Resolution of the Cabinet of Ministers of Ukraine of March 18, 2015 № 195 “Issues of using the funds of the State Fund for Regional Development in 2015”; Resolution of the Cabinet of Ministers of Ukraine of March 16, 2016 № 200 “Some issues of providing a subvention from the state budget to local budgets for the formation of the infrastructure of united territorial communities”. These documents determine the basis and procedure for forming financially viable territorial communities and address issues of ensuring their cooperation, in particular, determine the procedure and conditions for providing subventions from the state budget to local budgets of united territorial communities for infrastructure formation within state financial support for their development.

Since 2016, Ukraine has created sufficient legislative framework opportunities for communities to receive funding for socio-economic projects. At the same time, the adoption of these documents requires community representatives to competence in the field of project management, as funding is provided only for specific targeted projects. In particular, the priority topics of the projects of development of the united territorial communities by the Cabinet of Ministers of Ukraine include: development of the components of information management; increasing the efficiency of administrative activities of bodies and officials of local self-government, establishing a system of administrative procedures based on the application of modern algorithms in management; implementation of comprehensive measures with the introduction of energy-saving technologies and rational use of available resources in the process of reconstruction of buildings and structures of communal property; development, reconstruction and renewal of road and street infrastructure; improvement and safety of settlements; arrangement of communal engineering infrastructure and communal systems in communities; development of modern forms of communal infrastructure management and ensuring automation of production and technological processes in communal services; development of material and technical base of education, culture, health care and social security of the population.

The standards of project activity of international associations and organizations have a huge influence in the system of institutional framework of project activity in the field of territorial development. *ISO 21500: 2012* is based on the core of the PMBOK standard, but it contains the best ideas and achievements of project practice, which allow to reduce and leave only the actual working ideas and processes without excessive complication (Table 1).

Table 1.
Comparison of the structure of international project management standards

Indicators	International standard		
	PMBOK 4	ISO 21500:2012	PMBOK 5
1. Number of process groups	5	5	5
including	1. Initiation 2. Planification 3. Performance 4. Monitoring and control 5. Closure	1. Initiation 2. Planification 3. Implementation 4. Control (verification) 5. Closure	1. Initiation 2. Planification 3. Performance 4. Monitoring and control 5. Closure
2. Number of subject groups	9 branches of knowledge	10 subjects	10 branches of knowledge
including	1. Integration 2. Limits 3. Human Resources 4. Time 5. Cost 6. Risk 7. Quality 8. Provision 9. Communications	1. Integration 2. Stakeholders 3. Limits 4. Resources 5. Time 6. Cost 7. Risk 8. Quality 9. Provision 10. Communications	1. Integration 2. Limits 3. Human Resources 4. Time 5. Cost 6. Risk 7. Quality 8. Provision 9. Communications 10. Stakeholders
3. Number of processes	42	39	47

Source: summarized by the authors

It should be noted that the current stage of development of reforms in the field of decentralization and regional policy is characterized by significant support from international organizations and foundations. International donor projects not only accelerate the movement of Ukrainian communities to European standards, form a strong civil society, but also directly improve the existing infrastructure of rural areas with direct technical assistance.

The main donor programs and mentoring projects currently are: the EU financial and technical cooperation program; UNDP development program; the program of Cooperation of Switzerland with the countries of Eastern Europe; the program of the German Society for International Cooperation *GIZ*; Canadian International Development Program; *USAID* International Development Assistance Program; program of the Eastern Europe Foundation. Short-

term and medium-term PROMIS international technical assistance projects may be of particular interest. Partnership for Urban Development "; *FASEP* - private sector research and assistance project; project "Ukrainian School of Political Studies"; World Bank project "Ukraine - Energy Efficiency Project"; Leadership in Economic Governance program; project "Participatory democracy and sound decisions at the local level in Ukraine"; project "Open government: without paper promises, achieving real results"; project "Professional public anti-corruption", etc. [8]. About 90% of new international projects started by international organizations in Ukraine at the regional level started only at the end of 2014. Prior to that, only the DESPRO project (2007) and the short-term project to strengthen local financial initiative in Ukraine (2011) were well known. , (Table 2).

It is also worth noting that the principles of transparency today allow us to openly apply the best examples of community and community development in public administration, which can be found through:

the network "*Communities of practice for public service*" in the United Kingdom, developed as part of the IDEA project by the Local Government Association and subsequently joining the Knowledge Hub platform, a local government training and information center;

the "*Rregiosuisse*" project, which is a product of the national knowledge network in the field of regional development under the New Swiss Regional Policy, which supports the integration of regional development actors into the network in various ways, including through the knowledge and practice communities;

e-platform "Community of Practitioners: Innovations in Local Self-Government", created by the State Fund for Local Self-Government in Ukraine together with the Swiss-Ukrainian project "Support to Decentralization in Ukraine" (*DESPRO*) to bring together local government practitioners from all regions of Ukraine and to enable community members to discuss the most topical issues of territorial development, provide participants with access to consultation by experts of different levels, create conditions for community generation of new ideas in solving local development problems, develop approaches to community acquisition of new competencies through e-learning.

The experience of using relevant platforms and networks allows to characterize them as a powerful outsourcing resource that can be effectively used to develop the competence of local government officials, residents of local communities and representatives of civil society institutions.

Table 2.
Financial assistance in the framework of international projects for the UTC

Name of the program / project	The amount of assistance	Starting date	Completion date
Project <i>DESPRO</i>	9,3 million CHF	24.12.2007	24.06.2020
Strengthening local financial initiative in Ukraine (ZMFI-II) implementation	4,7 million USD	01.10.2011	31.12.2017
Gender budgeting in Ukraine	46,6 million SEK	12.11.2013	31.12.2018
UNDP / EU Community-Based Local Development Project	23,8 million EUR	01.01.2014	30.12.2017
Swedish-Ukrainian project "Support to decentralization in Ukraine"	31,8 million SEK	08.09.2014	31.12.2018
Local self-government and the rule of law in Ukraine	28,3 million SEK	01.10.2014	31.12.2017
Expert support for governance and economic development (<i>EDGE</i>)	18,8 million CAD	10.11.2014	31.07.2019
Restoration of governance and reconciliation in the territories of Ukraine affected by the crisis	3 million USD	01.01.2015	31.12.2017
Partnership for Urban Development (PROMISE / <i>PLEDDG</i>)	19,5 million CAD	27.03.2015	30.06.2021
E-government for government accountability and community participation (<i>EGAP</i>)	4,3 million. CHF	01.05.2015	31.03.2019
Development of a course to strengthen the local self-government in Ukraine (PULSE)	8,2 million USD	14.12.2015	13.12.2020
Programmes <i>U-LEAD</i>	102 million EUR	01.01.2016	30.06.2020
Joint Program of UNDP and UN Women	10 million EUR	01.05.2016	30.11.2017
Program <i>DOBRE</i>	50 million USD	08.06.2016	07.06.2021
Sustainable local development in rural areas of Chernivtsi and Odessa regions	500 thousand EUR	01.12.2016	31.05.2018
Council of Europe Program "Decentralization and Local Government Reform in Ukraine"	1,8 million EUR	01.03.2018	30.06.2020

The established institutions have a significant positive impact on the processes of decentralization and regional policy in Ukraine. However, despite the extensive system of institutions, the analysis of the relationship between the main stakeholders of the project activity shows a number of problems:

1) horizontal coordination between sectoral ministries is insufficient, both in the field of coordination of design priorities and in the field of coordination of sectoral policies and target programs - a comprehensive assessment of their impact on the territory is not carried out;

2) relations between oblast and rayon councils are disproportionate and councils that have the authority to formulate the priorities of regions do not actually have the levers to implement them;

3) horizontal relations between the regions are almost absent and partially formalized within the associations of local and regional authorities;

4) despite the clear division of powers in the field of design, there are some "gray areas" where the responsibility of government agencies intersects - for example, to implement measures under the memorandum of understanding in the field of state regional policy.

5) the level of monitoring and control over the implementation of territorial development tasks is unsatisfactory and complicated by inadequate indicators and data;

6) oblast, rayon and city authorities do not have sufficient capacity to provide relevant recommendations and comments on regional policy - in terms of content or in terms of communication channels;

7) the interests of international organizations and institutional entities are not always consistent with the national interests of Ukraine. The latter problem is particularly significant. In particular, after the signing of the Association Agreement with the European Union, all socio-economic processes and phenomena in Ukraine, including those related to decentralization and territorial development have been influenced by European policies, following the following priorities. First, the emphasis is on promoting economic convergence to help less developed regions (which are located mainly in the new member states) to reduce their gap with more developed countries. Secondly, broad measures are being implemented to improve regional competitiveness and employment. Third, attention is paid to cooperation between regions and countries to reduce the economic importance of the national one[8].

Conclusions from this study. Thus, the analysis of the current level of preparation of development projects by local communities shows significant potential for improving their quality in terms of strengthening compliance with real priorities, including economic development of communities, determining rational approaches to justifying the viability of projects, increasing the scale of projects and increasing their innovation. etc. The implementation of these areas requires improving the methodological support of project activities of territorial communities, coordination of joint activities of territorial communities, authorities, institutions participating in project activities with a focus on increasing the level of project maturity in the processes of project-oriented management of territorial communities.

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