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THE ROLE OF PROJECT MANAGEMENT IN THE SOCIAL SERVICE SPHERE OF THE POPULATION

Abstract. The creation of an effective system of social protection of the population in Ukraine is one of the priority tasks of the social policy of the state, provides for the modernization of the system of social services for the population in accordance with new socio-economic challenges, the dominant needs of the population, the development of an information society, requires the introduction of innovative technologies for the provision of social services, based on dissemination and application of the project management methodology. The features of the mechanism of social order in the implementation of projects in the field of social services are identified. The purpose of the article is to identify potential opportunities for the implementation of project management in the provision of social services in Ukraine. The methodological basis of the research is formed by general scientific methods of cognition of social phenomena and processes (analysis, synthesis, generalization, classification). The article analyzes the creation of an effective system of the population social protection in Ukraine, which provides for the modernization of the social services system for the population in accordance with new socio-economic challenges, the dominant needs of the population, the development of the information society and requires the introduction of innovative technologies for the provision of social services based on the dissemination and application of the methodology project management. The presented material allows us to draw the following conclusions. Project management as a direction of management in the sphere of social policy implementation will contribute to: 1) institutionalization of program-targeted management of regional social policy; 2) formation of a unified regional information base on social problems of the region and organizations; 3) coordination and pooling of efforts and resources of all sectors of society to achieve the goals of sustainable development of the region.

Key words: social services; project; management; administration; social services.

Introduction. Project management is one of the most relevant and progressive management technologies and continues to develop rapidly. There are many directions of its application of the project management concept, and they can cover almost all spheres of human life, including public administration in the field of social services for the population. The need to implement social projects has led to the formation of new project-oriented innovative technologies and mechanisms for the implementation of complex goals and objectives in the system of social protection and social services.

Analysis of recent research and publications. The concept and phenomenon of project management and prospects for its use in public administration are studied by such Ukrainian and foreign scientists as O.Zotov, I.Kulchytsky, P.Martin, P.Tsegolnyk, G.Tsines and others. The introduction of project management methodology in the field of public administration was researched by O.Kilievych, T.Bezverkhnyuk, T.Grechko and others. One of the poorly researched areas of the problem is the possibility of implementing the management of social projects in the field of social services.

The purpose of the article is to identify potential opportunities for the implementation of project management in the social services provision in Ukraine. The methodological basis of the research is formed by general scientific methods of cognition of social phenomena and processes (analysis, synthesis, generalization, classification).

Discussion and results. The characteristic features of modern Ukrainian society are the development of a social state, the development of a socially oriented economy and the formation of a democratic type of social management, the problem of modernizing the system of social protection and social services is extremely important both in purely theoretical and practical aspects, which is associated with the process of institutionalizing

the social services provision.

The term «social protection» is used in the Constitution of Ukraine (Art. 46 and others), in national legislation and scientific literature. Of course, today there are many definitions of the «social protection» concept, which to a certain extent reflect its essence. So, for example, M. Buyanova considers from the standpoint of the law of social security of social protection (through its legal mechanisms), which narrows the socially protective function of the state to the legal aspect [1, p.22].

Another approach links social protection with the concept of social, legal and economic guarantees. This is indicated by T. Semigina, emphasizing that «social protection means a set of social and legal guarantees, the purpose of which is to ensure the state for each member of society the realization of his basic socio-economic rights, first of all the right to a standard of living necessary for normal reproduction and development of the individual» [2, p.273].

According to V. Skuratovsky and A. Paliy, social protection is «a complex of organizational, legal and economic measures aimed at protecting the welfare of each member of society in specific economic conditions» [3, p.92]. But V. Grushko focuses not only on events, interpreting social protection as a set of measures and mechanisms for their implementation, which are used by society to ensure socially normal conditions for the material and spiritual life of the population [4, p.9].

In the domestic literature, attempts have been made to concretize the essence of social services for various categories of the population, defining it as an integral part of modern social policy, a fundamentally new direction of the population social protection [5, P.76-79]. Moreover, social services are viewed as creating conditions to meet the needs of people for their development, emphasizes the individual principle in social policy, and in addition, is viewed as an unconditional function of society, not

the state. And, as V. Kartsev rightly asserts, any need cannot be fully satisfied without the participation of the individual in the functioning of such a component of society as the human community [6, p.53].

Modern scholars view social services in a narrow and broad sense. For example, M. Buyanova, defending the juridically -legal approach, considers it as a component of the social security system, the main function of which is to provide mainly material services in order to prevent or reduce negative social risks. In a broad sense, social services include all other types of social services, except for cash payments [1, p.16-18].

Another approach (B. Stashiv) is also relevant, in which social services are defined through the procedural aspect, that is, as the activities of social protection institutions in order to provide social services to individuals and their families who are in difficult life circumstances [5, p.77]

K. Dubich notes that social services are a form of providing social services, defining that the system of providing social services is a complex, open socio-economic system, consisting of a set of state bodies and non-governmental organizations, whose activities are aimed at providing social services to individuals, individuals social groups that are in difficult life circumstances cannot overcome on their own and need outside help [7].

As you can see, scientists define social services as the process of providing social services. Thus, V. Goncharov in his dissertation research «Social services as an organizational and legal form of social security» considers social services in two aspects: first, these are services aimed at meeting the various social needs of individuals or groups of the population; secondly, it is a set of measures and actions aimed at certain social groups or individual individuals who are in difficult life situations and need social adaptation, resocialization and rehabilitation. That is, in a broad sense, the scientist considers services as a form of social service, although he defends a juridically and legal approach to the definition of social service as a form of social security.

In modern Ukraine, the processes of including civil society institutions in the field of legal socio-economic and political partnership of influential and interested forces of society are becoming more active. This contributes to their transformation into equal subjects of interaction and the solution of socio-economic, household, psychological and other problems of society. Institutionally, in this plane there is a set of public organizations, which must develop to the state of an effective subsystem of civil society. However, the mechanisms of attracting public organizations of Ukraine to perform socially necessary functions (with the transfer of appropriate powers and resources to them) are still underdeveloped. In the conditions of severe limited state material resources, assumed by the state of excessive social obligations, its attempts to raise social standards and guarantees, the objective requirement of the time is the introduction of social order mechanisms, taking into account the best domestic and foreign experience. Practice shows that the social order is based on the gradual delegation of powers and resources from the state authorities to the institutions of civil society and the business sector.

A social order is understood as a contractual relationship between the Customer (state authorities, local authorities) and the Contractor for the implementation of the Customer's order for the provision of social services to the population through funding (full or partial) from the state or local budgets. This technology is based on the

state (or on its behalf) a competitive selection (tender) of the entity providing social services, which are paid mainly from budget funds.

Social services provided through a social order are financed, as a rule, from budgets of different levels. The social order, in contrast to the «traditional» estimated financing of budgetary institutions in the sphere of social protection, is carried out on a contractual basis. The subject of the order is social services, formed by the customer of social services in the form of a specific technical task, which includes specific parameters, expected results (positive changes in the target group of service recipients) and the maximum cost of social services, which is calculated in accordance with the law. That is, the social order is carried out both through targeted state and regional social programs. So also, through the development of individual social projects of NGOs. As Y. Goremikina notes, the mechanism of state support for NGOs can be the provision of grants for the implementation of one-time social projects. However, this mechanism can be implemented only under the following conditions:

- 1) the availability of a sufficient amount of financial resources in local budgets;
- 2) the organization must fully reflect the interests of local authorities.

The purpose of providing grants is to promote innovative activities in the social sphere, including the areas of youth policy and public education.

The life cycle of a social order consists of several stages, during which social problems are identified, prepared, formed and placed a social order, as well as realizes it and evaluates the results. Researchers (T. Semigina, K. Mishchenko, T. Kicha) define the following stages of social order:

- 1) identification and formulation of a social problem. This can be initiated by both government authorities and non-profit organizations. Bodies of state power and local self-government responsible for solving a particular social problem and endowed with appropriate resources for this, realizing and analyzing the causes of a social problem, form tasks for its solution;
- 2) holding a competition among structural subdivisions of government bodies and non-profit organizations for the development of the best options for a targeted social program and for the right to become an executor of the developed and approved social program;
- 3) the conclusion of a social contract between the customer and the executor of the social order;
- 4) the implementation by the contractor, with appropriate control by the customer, of all the necessary procedures to perform the tasks provided for by the terms of the social contract;
- 5) the implementation by the customer and the executor of the social order of monitoring the state of the target social group, to meet the needs and interests of which the social order was directed. The data of this contractual monitoring can serve as the basis for the formation of a new task to solve a social problem and the beginning of a new life cycle of a social order.

The most effective social order concerns such services as psychological support and assistance, preventive work in risk groups, work with families of children with disabilities, the creation of shelters for the homeless, the organization of the distribution of humanitarian aid, work with the homeless and neglected, providing them with food and shelter, organizing leisure activities for children, youth and people with disabilities, activating society, creating interest clubs, counseling, training volunteers, etc. The amount of financial support

depends on indicators such as direct costs of organizing and providing a certain volume of services, as well as on the number of clients.

As K. Dubich notes, the main advantages of social order in the field of social services are: increased targeting, accessibility of social services and their coverage of recipients; competitive selection of subjects for the provision of social services, competition in the market is a powerful incentive to constantly improve the quality and efficiency of services; optimization of budgetary social expenditures, savings and involvement of additional resources in the social sphere; ensuring the openness of the procedures for the development and transparency of the implementation of targeted social programs; counteracting manifestations of corruption and protectionism; increasing the level of initiative, activity and control by the public in the social sphere; increasing social security of the population, promoting social harmony; development of civil society through its participation in the process of social order and taking on social responsibility [8].

The modern approach to managing the development of the social sphere (both in the traditional management model and in the management model for sustainable (balanced) development) is a project-oriented approach, which is based on such concepts as «project administration», «project management», «project cycle management».

The basic tool for change management is programs and projects. Each program is a complex of interrelated (in terms of resources, timing and executors) projects that ensure the achievement of a large-scale goal. The basis of the project approach in management is the view of the project as a controlled change in the initial state of any system (for example, a state, organization or enterprise) associated with the cost of resources, including funds, time, and the like. Investigating the process and regulation of change, implemented according to predefined rules within the budget and time constraints, is the essence of project management or project management.

The main category of project management is «project». So, in the textbook «Public Administration» the project is interpreted as «a unique set of coordinated works of a given content with specific start and end dates, limited cost and implementation time, aimed at achieving the planned goals in terms of duration, cost and participants' satisfaction. The project has three main properties: the uniqueness of the project's mission; temporary, indicated by a specific start and end time; uncertainty, such as changes in the project environment and risks» [9, p. 531]. As O. Fedorchak notes in the context of the project management concept, the term «project» means a system of formulated tasks, physical objects, technological processes, technical and organizational documentation, created and implemented to implement these tasks, as well as a set of material, financial and other resources and management decisions on their implementation [10].

A «project», as defined by the Project Management Institute, is a temporary effort aimed at creating a unique product or service with limited resources [11]. According to G. Kerzner, the project also means a number of activities that have specific goals that must be implemented, with a clearly defined beginning and end, with a limited budget and use human and material resources [12, p.232]. Considering projects as a mechanism for achieving the goals of the organization and based on the key principles of project management, T. Kozachenko defines the project «as a systemic set of

measures aimed at achieving original development goals through the implementation of qualitative, irreversible changes in the state of the organization that occur during a certain period with a certain budget and limited resources [13, p.51].

A. Chemeris in the practical guide «Development and management of projects in the public sphere: the European dimension for Ukraine» notes that «a project in the public sphere is understood as a complex of interrelated logically structured tasks and activities, ordered on a time scale, which are aimed at decoupling the knitting of the most important problems of the state development, individual sectors of the economy, administrative-territorial units or territorial communities, organizations and institutions and are carried out in conditions of financial and other resource constraints within a certain time frame» [14, p.12]. Among the main characteristics of the project in the field of state and public administration, the author singles out: the presence of a problem to which the project will be directed; the presence of participants, including the main target group and ultimate beneficiaries (consumers); consistency and purposefulness; interdependence of goals, objectives, tasks, actions, resources and expected results of the project; limited resources; formation of a project implementation plan based on the relationship between the quality, cost and duration of the project; identification of potential risks and search for ways to overcome them; the allocation and interaction of the processes of creating a project product and managing it; the presence of feedback between products, results, goals, activities and resources of the project; a monitoring and evaluation system has been developed to support project management; financial and economic justification of the benefits of the project, which should exceed the costs of its implementation [14, p.12].

Conclusions. Thus, by a project in the provision of social services (or a project in the field of social services) we mean a complex system of interrelated structured tasks and measures for social protection and social services, which are of a stage-procedural nature of implementation, aimed at solving the problems of the region social sphere development as a socio-ecological-economic system and are carried out in conditions of financial and other resource constraints within a certain time frame.

The presented material allows us to draw the following conclusions. In the context of regions' social development, project management as a direction of management in the field of social policy implementation will contribute to: 1) institutionalization of program-targeted management of regional social policy; 2) the formation of a unified regional information base on the social problems of the region and organizations (institutions, enterprises, associations, etc.) that have the resources (material and financial, technical, scientific and intellectual, human) to identify and solve the social problems of the region; 3) coordination and integration of efforts and resources of all sectors of society (state, private-commercial, public) to achieve the goals of sustainable (balanced) development of the region.

Promising areas of research: project management as a management tool in the provision of social services - benchmarking, in the context of the technology of applying the best experience in the implementation of social projects, the tools of which can be used to: collect and analysis information on the best foreign and domestic practices of regional management in the provision of social services.

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РОЛЬ ПРОЕКТНОГО МЕНЕДЖМЕНТА В СФЕРІ СОЦІАЛЬНОГО ОБСЛУГОВУВАННЯ НАСЕЛЕННЯ

Анотація. Створення ефективної системи соціального захисту населення в Україні є одним із пріоритетних завдань соціальної політики держави, передбачає модернізацію системи соціального обслуговування населення відповідно до нових соціально-економічними викликами, Переважаючи потреби населення, розвиток інформаційного суспільства вимагає впровадження інноваційних технологій для надання соціальних послуг, заснованих на поширенні та застосуванні методології управління проектами. Виявлено особливості механізму соціального замовлення при реалізації проектів в сфері соціальних послуг. Метою статті є виявлення потенційних можливостей для реалізації проектного управління в сфері надання соціальних послуг в Україні. Методологічну основу дослідження становлять загальнонаукові методи пізнання соціальних явищ і процесів

(аналіз, синтез, узагальнення, класифікація). У статті аналізується створення ефективної системи соціального захисту населення в Україні, яка передбачає модернізацію системи соціального обслуговування населення відповідно до нових соціально-економічними викликами, домінуючими потребами населення, розвитком інформаційного суспільства та вимагає впровадження інноваційних технологій для надання соціальних послуг на основі поширення і застосування методології управління проектами. Роль проектного управління в сфері соціального розвитку розглядається як спосіб втручання органів влади або місцевого самоврядування в формування та реалізацію регіональної екологічної політики для досягнення цілей сталого розвитку регіону і держави в цілому. Представлений матеріал дозволяє зробити наступні висновки. Проектний менеджмент як напрямок управління в сфері реалізації соціальної політики сприятиме: 1) інституціоналізації програмно-цільового управління регіональної соціальної політики; 2) формування єдиної регіональної інформаційної бази з соціальних проблем регіону та організацій; 3) координація та об'єднання зусиль і ресурсів усіх верств суспільства для досягнення цілей сталого розвитку регіону.

Ключові слова: соціальні послуги; проект; управління; адміністрація; соціальні служби.