The article offers a theoretical justification for the need to assess the effectiveness of public management in terms of its ability to ensure the proper level of socio-economic life of the citizen. The changes taking place in most countries, including Ukraine, increase the requirements for the efficiency of public authorities in the new socio-economic conditions of development. In turn, the functioning of public bodies affects the level of trust in the main state institutions. At the same time, some nuances of the choice of criteria for evaluating the results of activities, whether from the standpoint of quality or efficiency show ambiguity and differences in assessments of the effectiveness of public management on their ability to influence the socio-economic status of citizens. The multifaceted and lack of a unified version of the essence and content of the quality and effectiveness of public management, which became the basis for considering the concept of effectiveness of public administration in terms of its impact on improving socio-economic development. Based on a critical analysis of the main approaches to assessing the quality of public management, the paper summarizes the results of the index method and describes the main indices that assess the effectiveness and socio-economic orientation of public management. The article proposes the separation of criteria for the effectiveness of public management in modern conditions from the standpoint of the relationship and causal links between economic development, quality of public management and quality of life of citizens. According to the results of generalization of approaches to the assessment of public management, the conclusion about the expediency of the assessment of public management is substantiated, first of all, because of its ability to provide social support and security of citizens. The results of the study confirmed the hypothesis of a significant link between public management and the level of socio-economic development of countries.

Key words: project, public sphere, management decision, proactive management, strategic management, organizational management, innovative development, proactive project management.
Problem statement. The development of the public sphere in Ukraine requires the involvement of up-to-date democratic knowledge and successful experience of the European Union countries, as well as additional financial resources. Projects and programs are the main tools for attracting non-budgetary funds for development. Best management practices should be implemented in all spheres of State Life. The leading role in modernization belongs to project activities.

The European Commission (EC) provides Ukraine with financial support for development projects. There are more and more EC programs in which Ukrainian organizations can participate. However, only individual representatives of public authorities and non-governmental organizations will be able to take advantage of these opportunities. This is due to the fact that the vast majority of state executive authorities and local self-government bodies do not have knowledge and experience in project development and management.

The beginning of the implementation of priority national projects in the field of health, education, housing and communal services and agriculture led to a new stage in the development of the public administration system – when implementing state programs, they began to apply a project-oriented method of planning and monitoring the implementation of national programs. After all, the implementation of projects of this scale causes not only significant financial costs, but also well-organized management of the progress of work at all stages [2].

System errors that are made during project development are multiplied and transferred from project to project. Among the typical mistakes noted-insufficient analysis of the problem; lack of description of stakeholders; weak development and imperfect structuring of the project goal; attempts to solve many different goals in one project; lack of correlation between project goals, potential benefits and problem; lack of indicators for assessing project progress; ignoring assumptions and risks. This leads to the fact that projects are developed poorly and as a result are not funded, and developers and heads of public administrations are desperate for access to the funds of European programs [1].

Since the implementation of state programs is carried out in conditions of limited resources, it is advisable to implement these programs in the form of projects. Public projects have a number of problems with most projects. Solving these problems often depends on the qualifications, experience, and personal abilities of project managers. Success in implementing public projects is equally knowledge of basic project and operational management skills, strategic vision of the project environment, and leadership qualities [2].

The need to move from project management «by intuition» to professional methods of project management is now more fully realized by the commercial sector. Solving the problem of mastering the basics of project management by civil servants and heads of state institutions, organizations and enterprises requires a comprehensive approach.

In modern conditions, proactive project management processes are of particular importance, which include problem analysis, prioritization, and search for approaches to solving them. This type of issue is solved by integrating special methods and models of project management into the current system of management processes for implementing public projects. Such project methods of problem solving allow combining the development, planning, implementation and control of spending funds on measures to localize such phenomena. The introduction of modern management methods makes it possible to gradually change the existing management systems for the implementation of public projects and programs, directing all efforts to achieve the goal and increase competitive stability [3].

Analysis of recent research and publications. A significant number of works by both domestic and foreign scientists are devoted to the study of various aspects of proactivity (N. S. Bushueva, S. D.
The public sphere should exist as an entity that
exists, not as a collection of independent actors, but
as a unified system. It is characterized by the derived
concept of «publicity» and «openness», which is
interpreted as «belonging to all people, belonging to
human society, belonging to the state, nation,
commune (territorial association of citizens);
belonging, used or affecting the life and activities
of all mankind as a whole, a certain nation,
a certain state, a commune or a large Association of
people (but not a class); permitted to be shared; not
belonging to any particular individual or a certain
particular class (persons)».

The public sphere is a space within which
relations are realized between civil society as a
system of mostly horizontally constructed structures
that serve to form and protect Group interests,
and the political authorities, their legal, power and
administrative institutions. A specific feature of the
public sphere is that in an open comparison of
views, various interest groups are «interactioned»
and a civil position is formed in a dialogue with the
state authorities.

Suggested by Ju. Habermas (1996) theory of
communicative action reveals six normative
conditions for the functioning of the public sphere.
1. The public sphere should exist as an entity that
is autonomous in relation to economic structures
and the state. That is, the discourse of the public
sphere is driven not by administrative and economic
mechanisms, but by mechanisms of exclusively
communicative orientation that represent the
interests of all citizens.
2. In the process of forming the public sphere,
subjects articulate significant claims that, by
definition, allow their critical consideration, that is,
there is an exchange of reasonable positions.

3. The public sphere includes an element of
self-reflection, without which there can be no exchange
of claims, since this requires that each person is
able to distance himself from himself.
4. Participants in the public sphere should be
able to exchange their roles with each other.
5. Frankness is an integral part of the entire
communication process carried out in the public
sphere, which emphasizes the importance of each
participant’s intentions.
6. Equality is one of the foundations of the public
sphere.

A project in the public sphere is understood
as a set of interrelated logically structured tasks
and activities, ordered on a time scale, which are
aimed at solving the most important problems of the
development of the state, 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 restrictions within a certain time frame.

A special feature of projects in the public sphere
is the solution of problems that are put on the
government agenda and formalized (described) in
relevant government documents – a government
program, concepts or strategies in the form of
strategic priorities or tasks. This is of paramount
importance for the development of programs and
projects, since the main basis for the development
of programs/projects in the public sphere is the
presence of a problem that should be recorded and
easily verified through electronic communication.
Projects can be implemented alone or in cooperation
with partners. A set of projects makes up a program
or portfolio of projects [2].

A program is a set of projects that are
interconnected in terms of resources, performers,
and deadlines that require coordination and
implementation management to achieve a common
goal.

The program be able to:
- cover the entire sector (for example, the health
  sector program);
- focus on one part of the sector (for example, for
  the health sector, the primary health care program);
- represent a “package» of projects with the same
  theme/focus (for example, a program of relations
  between universities);
- be, in fact, just a large project with a number of
different components [1].

Project management in the public sphere is
the process of institutionalization in a program
– targeted format of ways of interference of state
authorities or local self-government bodies in social
reality in order to solve a public problem.

In the public sphere, the following types of
projects are distinguished:
- program (for example, projects of the Tempus
  program, neighborhood and partnership programs;
- research projects;
- technical assistance projects.

In addition, projects are allocated for announced competitions and projects that are developed on the initiative of the initiator of the project.

Among these types of projects, we should highlight development projects and organizational projects that aim to clearly define (for example, by object: airport construction, bridge or highway construction, health care reform, etc.) and Investment Management and change established procedures in the public sector.

Development projects that claim to receive support EC must be coordinated and be part of:
- National development policies (including poverty reduction strategies);
- development policies and strategic documents for the country;
- government programs (for example, on health, education, criminal legislation);
- priorities and development programs of non-governmental organizations.

Since a project is a change of some system, an organizational project will be a time-limited purposeful change of the organizational system with established requirements for the quality of results, possible costs and resources and a specific organization.

An organizational project as a change in the organizational system can affect changes in the composition, structure, acceptable sets of target functions, awareness and order of functioning [5].

In providing support to the public sector, the project objectives should contribute to the implementation of national and sectoral policies. When projects are carried out by non-governmental organizations, it is necessary to distinguish between activities that are completely outside the public sector and types of work performed on behalf of the government. In the latter case, non-governmental organizations usually provide public services and act as organizations like the government’s “contractors” to provide such services. Even if the powers have not been formally transferred, it is important that these functions coincide with public policy in order to ensure their relevance and viability.

Fully private activities are evaluated on the basis of the EC development policy, which provides for a system for assessing the relevance of a project or program (according to the strategic document for the country), as well as on the basis of the needs of beneficiaries.

In the public sphere, project management uses the project cycle management methodology adopted by the European Commission in 1992. According to this methodology, project management processes form a project cycle, which consists of six stages:
- programming;
- identification;
- wording;
- financing;
- implementation;
- evaluation and audit [2].

In the field of public project management, work begins with the development of an idea to order or to meet an already formulated need, that is, when the problem has already been identified.

According to EU requirements, programs or projects can receive financial support only when the problems they solve are recorded in international, national, regional or local strategic planning documents. That is, the problem, purpose and goals of the project, which are planned to be implemented at the appropriate level of Management (National, sectoral, regional, local), should be coordinated (integrated) with the strategic priorities of the corresponding and higher levels of management. To verify that this condition is met, the project must indicate the source (regulatory document – international agreement, concept, strategy, Decree, Law, etc.) that defines the relevant strategic priorities.

National level:
- Presidential election program;
- Program of activities of the Cabinet of Ministers;
- State long-term (strategic) program of socio-economic development;
- State Medium-Term Program of socio-economic development;
- Budget forecast for the medium term;
- State short-term program of socio-economic development (includes indicators of the development budget);
- State budget (budget programs are developed according to the program-target approach).

Local level:
- Election program of the mayor;
- City development strategy for 10-15 years;
- City development strategy for 4 – 5 years;
- Short-term budget forecast;
- Socio-economic development program for the current year (includes indicators of the development budget);
- City budget (includes budget programs developed according to the program-target principle).

Thus, when implementing the project management methodology

(successfully tested for decades in a commercial environment) in the public sphere, the question is not whether the state is identical with a commercial campaign and the organization of public program management can be carried out by analogy with the private sector, but in which relations between project participants the identity is possible, and in which it is necessary to leave and strengthen differences. Consequently, project management technologies and best practices should be modified
when moving from single-project management to public program management.

After all, unlike commercial project management, the organization of management of state programs and projects and their implementation has significant features:

- state programs should ensure the coordinated work of a large number of people (including civil servants) who are not connected to each other in a single organization by the usual command and administrative system, that is, they are not connected by the «boss-subordinate» relationship: program participants; suppliers and functional customers (pilot subjects); program subjects; addressees (beneficiaries); Program Office (Special organizational structure);

- most often, state programs are aimed at: 1) direct redistribution of state budget funds from one category of citizens and organizations to others (implementation of the principle of the Social State); 2) Changing the political course of the state, or changes in the operational activities of individual branches of government, for example, within the framework of administrative reform.

State authorities and local self-government bodies carry out the goals and functions of Public Administration through managerial activities.

Management activities = z = a set of skills, abilities, methods, means of expedient actions and actions of a person in the field of management developed by historical experience, scientific knowledge and talent of people.

Many scientists believe that management activities in the public sphere should be based on the same principles as management in the private sphere.

First, management activities in any enterprise based on private or collective ownership are primarily aimed at making a profit and meeting the needs of owners. In the public sphere, management activities are aimed at ensuring the conditions for the functioning of society as a whole, meeting a wide variety of needs, which also often conflict with each other. There can be only one objection here: in the process of management activities in the private sector, many socially necessary goals are also achieved, in particular, products or services that are necessary for the general public are produced, and the state of employment of the population improves.

Secondly, management activity in the public sphere is characterized by a significantly higher level of responsibility of its subjects to society and public opinion for their actions or omissions than in the private sphere. In addition, it is limited in much larger volumes. For example, heads and deputy heads of state-owned enterprises, institutions and organizations, their structural divisions, as well as officials of state bodies, local and regional self-government bodies are prohibited from directly engaging in business activities. In the private legal sphere, no regulatory Act prohibits management activities simultaneously in several structures, either by their head or founder.

Third, public administration bodies can ensure the behavior of other entities required by law by means of coercion, using methods inherent in administrative law. In a sense, they have no competitors in their activities. The head of a private structure does not own such funds, and monopolism in business activities is limited by law. However, the real situation in Ukraine indicates the monopolism of private and privatized enterprises, which actually force consumers to buy their goods or use their services. An example is the provision of communication services in Ukraine – citizens and legal entities, installing a phone, have a small alternative: either a state telephone network or a commercial structure, and the prices for services in both cases significantly exceed similar prices in the United States. A similar situation is observed in other industries.

Fourth, management activities in the private sector should ensure full self-sufficiency of the enterprise, for which, in particular, it is necessary to have a rational staff structure. And the public administration body should ideally adhere to such principles, but in reality their activities are less profitable, and the structure and functions of personnel are often much more irrational than in the private sphere. However, this difference is also not unconditional. Competition is inherent not only in the economy, but also in politics, no state in such a competitive environment can hardly afford the functioning of bodies that are not economically justified [2].

The result of the management activity of a public sector manager is a management decision. A management decision can be reactive or proactive in nature. The reactive nature of a management decision is associated with the need to respond to a critical situation or problem that has arisen in the management process. Such decisions are usually made in a short time and without taking into account the strategic goals and prospects for the development of the organization. The practice of Organizational Development shows that the reactive style of developing managerial decisions is significantly inferior to the proactive one [4].

The particle «Pro -» means forward orientation. The components of proactivity are the continuous study of constantly changing boundaries and the achievement of one’s goal, which is due to growth and development.

Proactive management is based on such systematic approaches as Project, scenario, system, process and competence. When considering a particular program or project, tools and methods are involved that can perform analysis and synthesis of
Ensuring the effective implementation of modern programs and projects in the public sphere requires competent proactive management, which is largely determined by the ability to analyze. Through the analysis, development trends are studied, factors of changes in implementation results are deeply and systematically studied, management decisions are justified, their implementation is monitored, reserves for improving the effectiveness of projects and programs are identified, results are evaluated and predicted, and a further development strategy is developed.

The effectiveness of proactive management, as well as the entire management system, depends on the extent to which the structure of the management system and subsystems, the organization, methods and mechanisms of management activities correspond to the laws and regularities that objectively operate in the field of Management [3].

Conclusions and suggestions. The potential for improving the efficiency of implementing programs and projects in the public sphere could be a state project management system, which would assume a diverse and edited (to the conditions of a changing environment) methodology of proactive project management; a unified understanding of the responsibility and powers of project participants; it would allow to form a single picture of projects, end-to-end reporting on them, and so on.

Professional application of tools, methods and technologies for proactive management of programs and projects in the public sphere will allow government agencies to ensure the effectiveness of project activities on a national scale, reduce costs and complete the project on time.

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