

УДК 332.14

DOI: <https://doi.org/10.31470/2786-6246-2025-11-70-77>

**Кудріна Ольга**, доктор економічних наук, професор, професор кафедри бізнес-економіки та адміністрування Сумського державного педагогічного університету імені А.С. Макаренка

**Kudrina Olga**, Doctor of Economics, Professor, Professor Business Economics and Administration Department at Sumy State Pedagogical University named after A.S. Makarenko

✉ [science@sspu.edu.ua](mailto:science@sspu.edu.ua)ORCID ID: <https://orcid.org/0000-0002-7364-1998>

**Колоколов Сергій**, аспірант кафедри бізнес-економіки та адміністрування Сумського державного педагогічного університету імені А.С. Макаренка

**Kolokolov Serhii**, PhD Student of the Department of Business Economics and Administration at Sumy State Pedagogical University named after A.S. Makarenko

ORCID ID: <https://orcid.org/0009-0006-5311-5401>

## ДЕЯКІ АСПЕКТИ СТВОРЕННЯ І ФУНКЦІОНУВАННЯ ПРОЄКТНОГО ОФІСУ МІЖСЕКТОРНОЇ ВЗАЄМОДІЇ

### SOME ASPECTS OF THE ESTABLISHMENT AND OPERATION OF A PROJECT OFFICE FOR INTERSECTORAL COOPERATION

**Анотація.** Проведений аналіз теоретико-методологічних і нормативно-правових джерел, систематизація виявлених підходів дозволяють запропонувати класифікацію функціональних структур реалізації проєктного підходу до міжсекторної взаємодії у системі публічного управління з таких підстав: рівень інституціоналізації; поширення забезпечення проєктної діяльності; залученість суб'єктів публічного управління; період функціонування і тип структури; що забезпечують, реалізують процеси або керуючі процесами; інтеграція в організаційно-управлінську структуру суб'єкта публічного управління; форма функціонування. В статті визначено, що проєктний офіс, створюваний на будь-якому рівні публічного управління, виконуватиме базові функції (нормативні та (або) визначені обраною моделлю або їх синергією) та розширені функції, що відбивають специфіку його призначення. Таким чином, проєктні офіси і інші структури, функціонуючі в суб'єктах публічного управління, можуть бути інституційними, тобто створеними щодо виконання нормативно-правового акту з встановленими вимогами до структури і порядку діяльності, і ініціативними, створеними суб'єктами публічного управління самостійно. Визначено, що проєктні офіси, створювані на всіх рівнях публічного управління, крім нормативних функцій, виконуваних для здійснення національних пріоритетів для реалізації міжсекторної взаємодії, повинні мати функції моделей «Проєктний офіс – Підприємство» і «Проєктний офіс – негайний результат». Крім того, для реалізації міжсекторної взаємодії важливою є наступна функція моделі «Проєктний офіс – Наставник»: навчання знанням та вмінням для реалізації проєктного підходу за участю суб'єктів публічного управління. Зокрема, для реалізації ініціативних проєктів міжсекторної взаємодії потрібна сформованість компетенцій проєктного управління у всіх учасниках проєктів міжсекторної взаємодії. Наведено приклади життєвого циклу проєкту створення та впровадження проєктного офісу, виконуючого функції в сфері міжсекторної взаємодії, та приклад результатів реалізації етапів життєвого циклу створення і впровадження проєктного офісу міжсекторної взаємодії.

**Ключові слова:** міжсекторна взаємодія, проєктний підхід, проєктний офіс, проєкт, публічне управління.

**Abstract.** The carried out analysis of theoretical, methodological and regulatory sources and systematization of the identified approaches allow us to propose a classification of functional structures for implementing the project approach to intersectoral interaction in the public administration system on the following grounds: level of institutionalization; spread of project activity support; involvement of public administration entities; period of operation and type of structure; providing, implementing or managing processes; integration into the organizational and managerial structure of the entity. The article determines that a project office created at any level of public administration will perform basic functions (normative and/or defined by the chosen model or their synergy) and advanced functions reflecting the specifics of its purpose. Thus, project offices and other structures functioning in public administration entities may be institutional, i.e., created to implement a legal act with established requirements for the structure and procedure of activities and initiatives created by public administration entities independently. It is determined that project offices created at all levels of public administration, in addition to the regulatory functions performed to implement national priorities for the implementation of intersectoral cooperation, should have the functions of the «Project Office – Enterprise» and «Project Office – Immediate Result» models. In addition, the following function of the Project Office-Mentor model is important for the implementation of cross-sectoral cooperation: training in knowledge and skills for the implementation of the project approach with the participation of public administration entities. In particular, the implementation of initiative projects of intersectoral cooperation requires the development of project management competencies in all participants of intersectoral cooperation projects. The article provides examples of the life cycle of the project creation and implementation of a project office performing functions in the field of intersectoral cooperation and an example of the results of the implementation of the stages of the life cycle of creation and implementation of a project office for intersectoral cooperation.

**Keywords:** intersectoral cooperation, project approach, project office, project, public administration

**Formulation of the problem.** For the first time, the procedure and mandatory components of the organization of project activities at the state and regional levels of public administration were set out in the Concept for the Implementation of Project Management in Public Authorities, approved by the Cabinet of Ministers of Ukraine in 2017 [3]. This document defines the basic principles and guidelines for implementing project management in public authorities and local self-government bodies and establishes the procedure for organizing project activities and key elements of project management.

According to the Concept, all organizational and management structures required for the implementation of project activities can be classified on the basis of the following grounds: the period of operation (temporary and permanent); involvement in the implementation of the project approach or key functions (providing, including auxiliary, structures for supporting project activities, making decisions and implementing the project approach). The adoption of the Concept did not significantly change the organizational and managerial structure of project activities in public administration entities while consolidating new functional structures at the regional level and the possibility of participation of municipal public administration entities in the implementation of regional projects and the activities of supporting and auxiliary bodies for project activities.

At the regional level, many public entities have adopted the structure, adapting the organizational and management links of the national example. At the same time, it is mandatory for public administration at the regional level to establish such functional elements as a regional office (project management office), a coordinating body, and/or a project committee.

**Analysis of recent achievements and publications.** It should be noted that the issue of organization and development of project management offices is not the

subject of in-depth scientific research. Existing scientific developments are few and deal with the most general issues, such as the variety of types of offices, the functions they perform, and the place of offices in project management systems. The issue of using project management offices has been studied in the works of foreign researchers T. Block and J. Frame, C. Crawford, P. Rada and J. Levine, J. Hill, J. Kendall and S. Rollins, M. Parry, etc. It is also worth noting the study of program management offices in the works of K. Letavek, L. Tiahanna, P. Dwyer and M. Habib. Although. Among domestic studies, the issue of project office is considered only as a phenomenon that exists in the project management system. Therefore, the **purpose of the article** is to study some aspects of the creation and functioning of a project office in the context of intersectoral interaction of public administration.

**Presentation of the main material.** The concept of «project office» has been introduced into the practice of public administration recently, while at the corporate level of domestic practice, the synonymous concept of «project management office» has been used for more than 15 years.

A project management office is a centralized organizational structure designed to improve the methods and results of project management [8].

According to foreign practitioners I. Kendall and K. Rollins, an effective project management office (hereinafter – PMO) should have the following characteristics [3]:

- the office should facilitate bringing a large number of projects to the stage of completion without attracting additional resources (for example, the number of completed projects should increase to 50%);
- the majority of projects should be completed in a significantly reduced timeframe (e.g., the PMO should reduce the average duration of projects by 25%);
- PMO should have a tangible and positive impact on the practical results of organizations, even non-profit ones;
- the entire management team of the organization should see the benefits of implementing the PMO and the benefits that the implementation of the office can bring to each manager.

These characteristics are given for PMOs operating at the organizational level. However, they can be tested and adapted for the public administration system.

Without a single approach to defining the conceptual space of the category «project office», most existing approaches can be systematized according to the grounds given in Table 1.

Table 1

Approaches to defining the concept of «Project Office»  
[systematized by the author]

Characteristics of the approach	Definition of the concept
Service delivery technology and area of expertise	A comprehensive system of support for small and medium-sized technological entrepreneurship, operating on a 'one-stop shop' basis, and providing fast and unhindered access to the services of innovation, engineering, technological, financial and credit infrastructure
Element of the supporting infrastructure	Specific infrastructure that ensures the implementation of a pool of projects within the system of computer, communication and information technologies and established standards for project management activities
Management consulting	A management consulting center where internal consultants provide assistance to the company's management and employees in the field of project management. An organizational center where internal consultants provide assistance to the company's management and employees in the field of project management and portfolio management of innovative projects
Space for ensuring the implementation of the plan	It is an invaluable assistant to project managers: it helps to initiate a project correctly, assess available resources, provide them for new projects, and select a team. The project office also monitors the progress of the project, its success, significance, checks for compliance with the company's strategy and goals, and changes priorities if necessary. It helps to make a timely decision to close the project and do so in the most correct way: disband the team, evaluate the results, summaries the results and learn lessons
Institute of centralization and coordination	An organizational structure designed to structure and streamline all processes related to the implementation of a new idea, as well as to share methodologies, tools and resources

Some scholars consider project offices as a factor of strategy implementation and propose to distinguish 3 levels of project offices, which can be interpreted in the framework of this study as follows [4]:

1. Central project office – a structure that performs planning and control of project activities, methodological and administrative support, creation of a project-oriented management system, portfolio management, and management of individual cross-functional projects and programs.
2. Functional project office – a unit responsible for project tasks in the part of a specific functional unit.
3. Project office – a unit whose functionality is narrower and limited to a specific program/project (project offices for education, healthcare, etc.).

Kendall and Rollins identify 4 models of PMOs that can be interpreted in the context of cross-sectoral cooperation (Table 2).

Table 2

Possible models of a project office for intersectoral cooperation in the public administration system  
[systematized by the author]

Model of a project office in the public administration system	Main functions	Performance criteria
Project office - Repository	<ol style="list-style-type: none"> <li>1) maintaining a register of initiatives and projects of intersectoral cooperation;</li> <li>2) maintaining an archive of projects involving public administration entities;</li> <li>3) creating a structural knowledge base of project management in a public administration entity</li> </ol>	<ol style="list-style-type: none"> <li>1) availability of complete information on project initiatives, ongoing and completed projects involving public administration entities;</li> <li>2) timely provision of information on projects involving public administration entities</li> </ol>
Project office - Mentor	<ol style="list-style-type: none"> <li>1) development of a project management methodology in a public administration entity (entities);</li> <li>2) development of project management standards, including in the area of cross-sectoral cooperation;</li> <li>3) development of project documents;</li> <li>4) training in knowledge and skills to implement the project approach with the participation of public administration entities</li> </ol>	<ol style="list-style-type: none"> <li>1) availability of project management methodologies and standards at the public administration entity(ies);</li> <li>2) level of project documentation;</li> <li>3) development of project management competences of the participants in cross-sectoral cooperation projects</li> </ol>
Project office - Enterprise	<ol style="list-style-type: none"> <li>1) management and control of the implementation of projects involving public administration entities;</li> <li>2) project risk management in the process of initiating and implementing projects involving public administration entities;</li> <li>3) collection of data necessary for the formation of a project portfolio at the appropriate level or at a public administration entity;</li> <li>4) examination of project initiatives and projects, assessment of the development of project activities of a public administration entity</li> </ol>	Implementation of projects according to specified quality parameters, on time and within budget
Project office - immediate result	<ol style="list-style-type: none"> <li>1) strategic planning through the proper selection of a register of possible and implemented cross-sectoral cooperation projects;</li> <li>2) a methodological guide for projects involving public administration entities in order to identify ways to reduce their duration and eliminate risks;</li> <li>3) implementation of comprehensive calendar planning of projects involving public administration entities, introduction of reporting on the progress of their implementation</li> </ol>	<ol style="list-style-type: none"> <li>1) implementation of the goals and concepts of strategic planning in the public administration system through projects;</li> <li>2) implementation of projects with the participation of public administration entities with specified quality parameters, on time and within budget</li> </ol>

Project offices established at all levels of public administration, in addition to the regulatory functions performed to implement national priorities for cross-sectoral cooperation, should have the functions of the «Project Office – Enterprise» and «Project Office – Immediate Result» models. In addition, the following function of the Project Office–Mentor model is important for the implementation of cross-sectoral cooperation: training in knowledge and skills for the implementation of the project approach with the participation of public administration entities. In particular, the implementation of initiative projects of intersectoral cooperation requires the

development of project management competencies in all participants of intersectoral cooperation projects.

The creation and use of a project office are essentially implemented within the framework of a project, an example of which is shown in Fig. 1

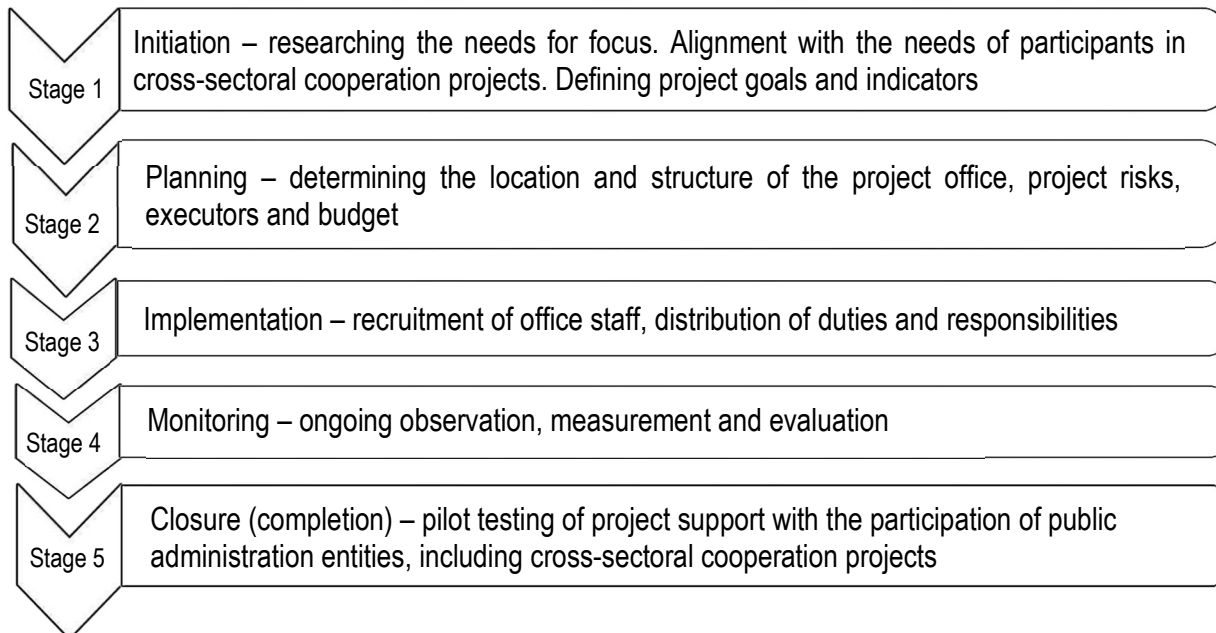


Figure 1. An example of the life cycle of a project for the creation and implementation of a project office performing functions in the field of cross-sectoral cooperation [compiled by the author]

Certainly, regulatory project offices (state, departmental, regional) can be vested with functions in the field of cross-sectoral cooperation (Table 3), and it is not advisable to create a separate structure.

As part of the example of the life cycle shown in Fig. 1, the results presented in Table 3 should be obtained at each stage. The development is based on the approach proposed by I. Kendall and K. Rawlins [8].

It should be noted that if the functions of the project office for intersectoral cooperation are assigned to the existing regulatory project office for achieving national priorities, as mentioned earlier, some of the results become irrelevant.

Table 3

An example of the results of the stages of the life cycle of establishing and implementing a project office for intersectoral cooperation [systematized by the author]

Life cycle stage	Result
Initiation	Charter (Regulations) on the activities of the project office for intersectoral cooperation
Planning	draft organizational structure of the project office for intersectoral cooperation; project of material and technical equipment of the project office for intersectoral cooperation (including spatial planning solutions, software of functioning); Implementation plan (roadmap); WBS project
Execution	Project management plan
Control	Reports on the stages of establishment of the project office for intersectoral cooperation; progress reports on the implementation of the plan (roadmap); indicators; schemes of actual communication
Closure (completion)	Sustainability plan for the project office; development plan; schemes of regulated communication

At the municipal level, the creation of a project office is not regulated by law, but these public administration entities participate in initiative projects of public administration.

Thus, project offices and other structures functioning in public administration entities may be institutional, i.e., created to implement a regulatory legal act with established requirements for the structure and procedure of activities and initiatives created by public administration entities independently.

It should be noted that a project office established at any level of public administration will perform basic functions (regulatory and/or defined by the chosen model or their synergy) and advanced functions that reflect the specifics of its purpose.

The basic functions, for example, may include:

- development and implementation of the project management methodology and control over compliance with the project management methodology;
- creating a project register and consolidated project reporting;
- assistance in planning and monitoring the implementation of individual projects on request or on an ongoing basis.

An example of the extended functions of a cross-sectoral project office:

- Promoting the implementation of cross-sectoral cooperation projects among the population (local communities), business structures, and public administration structures;
- development of measures to increase the investment attractiveness of the territory of the public administration entity's authority for the implementation of public-private partnership projects and concessions;
- centralized allocation of managers and administrators of cross-sectoral cooperation projects;
- selection, use, support, and development of an information system for planning and monitoring cross-sectoral cooperation projects;
- maintaining document flow on cross-sectoral cooperation projects;
- use and support of the system of incentives for project participants in the regions involved in the implementation of cross-sectoral cooperation projects;
- organization of training in project management and direct training in the specifics of implementing cross-sectoral cooperation projects;
- formation of a reserve of project specialists of various levels in the field of cross-sectoral cooperation;
- audit of cross-sectoral cooperation projects;
- knowledge management in the field of cross-sectoral cooperation project management (collection, analysis, synthesis, and dissemination of knowledge among project participants);
- portfolio management in the field of cross-sectoral cooperation (control over the compliance of projects with the strategy of the state, region, and municipality);
- ensuring the formation of a project portfolio, its balancing and monitoring).

At the municipal level, the following forms of project offices can be implemented use of a separate unit of the municipal administration;

- assigning project office functions to an existing unit of the municipal administration;
- a project structure consisting of employees of different units of the municipal administration;
- the functions of the project office are performed by a separate employee of the municipal administration unit.

Any project structure in the public administration system that is necessary for cross-sectoral cooperation, possibly temporary, including a project office created to support the implementation of a specific project.

The project office and project team of any level of public administration can function within the framework of the concept of «Virtual Organization» proposed by M. Castells [4]. The development of organizational structures operating within this concept is associated with the improvement of information technology.

**Conclusions.** Thus, project offices and other structures functioning in public administration entities may be institutional, i.e., created to implement a regulatory legal act with established requirements for the structure and procedure of activities and initiatives created by public administration entities independently. The analysis of theoretical, methodological, and regulatory sources and the systematization of the identified approaches allow us to propose a classification of functional structures for implementing the project approach to intersectoral interaction in the public administration system on the following grounds: level of institutionalization; spread of project activity support; involvement of public administration entities; period of operation and type of structure; providing, implementing or managing processes; integration into the organizational and managerial structure of the current legal framework has determined the composition of mandatory participants in project activities in public administration, their functions are defined on the basis of regulatory and methodological sources, adjusted to take into account the possibility of implementing the project approach within the framework of intersectoral cooperation. These functions may become one of the grounds for developing a profile of project competencies of the elements of public administration subjects, which may be the direction of further research.

#### СПИСОК ВИКОРИСТАНИХ ДЖЕРЕЛ:

1. Долішній М., Злупко С., Писаренко С. Регіональна політика та механізм її реалізації. Нац. акад. наук України, Ін-т регіон. досліджень. К.: Наукова думка, 2003. 503 с.
2. Регіони України: проблеми та пріоритети соціально-економічного розвитку. Монографія / Варналій З.С., Мокій А.І., Новікова О.Ф. та ін. / Національний ін-т стратегічних досліджень. К.: Знання України, 2005. 498 с.
3. Державна регіональна політика України: особливості та стратегічні пріоритети. Монографія / За ред. З.С. Варналія. К.: НІСД, 2007. 820 с.
4. Програмно-цільовий підхід до державного управління соціальною напругою в регіонах країни. Монографія / М.О. Кизим, В.В. Узунов. Х.: ВД «ІНЖЕК», 2007. 204 с.
5. Нерівномірність регіонального розвитку в Україні: теоретико-методологічні засади і інструментарій оцінки. Монографія / М.О. Кизим, О.В. Раєвнева, А.Ю. Бобкова. Х.: ФОП Лібуркіна Л. М.; ВД «ІНЖЕК», 2011. 200 с.
6. Децентралізація публічної влади: досвід європейських країн та перспективи України. Бориславська О., Заверуха І., Захарченко Е. та ін. Швейцарсько-український проєкт «Підтримка децентралізації в Україні» DESPRO. К.: ТОВ «Софія», 2012. 128 с.
7. Бобровська О.Ю., Крушельницька Т.А., Латинін М.А. Потенціал розвитку територій: методологічні засади формування і нарощення: монографія. Дніпро: ДРІДУ НАДУ, 2017. 362 с.
8. Ткачук А.Ф., Маркіян Д. Внутрішні та зовнішні ресурси для розвитку громади, або Чому брак грошей не є первинною проблемою громади? К.: ІКЦ «Легальний статус», 2016. 152 с.
9. Борщ Г.А., Вакуленко В.М., Гринчук Н.М., Дехтяренко Ю.Ф., Ігнатенко О.С., Куйбіда В.С., Ткачук А.Ф., Юзефович В.В. Ресурсне забезпечення об'єднаної територіальної громади та її маркетинг: навч. посіб. К., 2017. 107 с.
10. Беновська Л.Я. Територіальна громада як суб'єкт регулювання розвитку території: теоретичні аспекти. Регіональна економіка, 2018, № 1, С. 30–39.

## REFERENCES

1. Dolishnii, M., Zlupko S., & Pysarenko, S. (2003). Rehionalna polityka ta mekhanizm yii realizatsii. Nats. akad. nauk Ukrainy, In-t rehion. doslidzhen. K. Naukova dumka, 503 [in Ukrainian].
2. Rehiony Ukrainy: problemy ta priorytety sotsialno-ekonomichnoho rozvytku (2005). Monohrafiia / Varnalii Z. S., Mokii A. I., Novikova O. F. ta in. / Natsionalnyi in-t stratehichnykh doslidzhen. K. Znannia Ukrainy, 498 [in Ukrainian].
3. Derzhavna rehionalna polityka Ukrainy: osoblyvosti ta stratehichni priorytety (2007). Monohrafiia / Za red. Z.S. Varnalii. K. NISD, 820 [in Ukrainian].
4. Prohramno-tsilovyi pidkhid do derzhavnogo upravlinnia sotsialnoi napruhoiu v rehionakh krainy (2007). Monohrafiia / M.O. Kyzym, V.V. Uzunov. Kh.: VD «INZhEK», 204 [in Ukrainian].
5. Nerivnomirnist rehionalnoho rozvytku v Ukraini: teoretyko-metodolohichni zasady i instrumentarii otsinky (2011). Monohrafiia / M.O. Kyzym, O.V. Raievniva, A.Yu. Bobkova. Kh. FLP Liburkina L.M.; VD «INZhEK», 200 [in Ukrainian].
6. Detsentralizatsiia publichnoi vlady: dosvid yevropeiskykh krain ta perspektyvy Ukrainy (2012). Boryslavska O., Zaverukha I., Zakharchenko E., ta in. Shveitsarsko-ukrainskyi proekt «Pidtrymka detsentralizatsii v Ukraini» DESPRO. K. TOV «Sofiia», 128 [in Ukrainian].
7. Bobrovska, O.Yu., Krushelnytska, T.A., & Latynin, M.A. (2017). Potentsial rozvytku terytorii: metodolohichni zasady formuvannia i naroshchennia : monohrafiia. Dnipro : DRIDU NADU, 362 [in Ukrainian].
8. Tkachuk A.F. & Markiiian D. (2016). Vnutrishni ta zovnishni resursy dlia rozvytku hromady abo Chomubrak hroshei ne ye pervynnoi problemoiu hromady? K. IKTs «Lehalnyi status», 152 [in Ukrainian].
9. Borshch, H.A., Vakulenko, V.M., Hrynychuk, N.M., Dekhtiarenko, Yu.F., Ihnatenko, O.S., Kuibida, V.S., Tkachuk, A.F., & Yuzefovych, V.V. (2017) Resursne zabezpechennia obiednanoi terytorialnoi hromady ta yii marketynh: navch. posib. K., 107 [in Ukrainian].
10. Benovska, L.Ia. (2018). Terytorialna hromada yak subiekt rehuliuвання rozvytku terytorii: teoretychni aspekty. Rehionalna ekonomika, 1, 30-39 [in Ukrainian].

*Подано до редакції 18.12.24 р.  
Прийнято до друку 21.01.25 р.*