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TRENDS OF MANAGEMENT BY OBJECTIVES OF REGIONAL SOCIAL SPHERE DEVELOPMENT

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*The paper analyzes problems of managing the development of a regional social sphere, identifies the need for integrated resource management of all the functional components of the social sphere, and justifies the use of management by objectives to solve the problem of improvement of regional population's life quality.*

*The author concerns impossibility of solving the problem of regional population's life quality improvement within a time span that matches the period of planning for a region as a whole and each functional complex of the social sphere. Thus, for instance, the program of improving public health up to the set level can be scheduled for 7 years; the program of social security quality improvement – for 4 years; and the program of improving the quality of environmental protection – for 15 years. By comparison, regional development programs are designed mostly for the period of 5 to 10 years.*

*The one of the conclusions is that to solve the life quality problem, all the functional components of the regional social sphere should be utilized in a comprehensive manner within the framework of an integrated system for population's life quality improvement. This conclusion is stipulated by complexity of the problem, which is impossible to solve with funds of only one functional complex of the social sphere.*

**Keywords:** social sphere, public administration, method of management by objectives, regional level, system of social sphere administration.

**Diegtiar O.A. Obszary wykorzystania metody programowo-celowego zarządzania rozwojem sfery społecznej regionu.**

*W artykule przeanalizowano problemy zarządzania rozwojem społecznym w regionie, wskazano na potrzebę kompleksowego wykorzystania zasobów wszystkich podzespołów funkcjonalnych i społecznych. Uzasadniono zastosowanie metody programowo-celowej w procesie rozwiązywania problemów związanych z poprawą jakości życia w regionie.*

**Słowa kluczowe:** sfera społeczna, zarządzanie, metoda programowo-celowa, poziom regionalny, system zarządzania, sfera społeczna.

**Десять О.А. Напрями використання програмно-цільового методу управління розвитком соціальної сфери регіону**

*В статті проаналізовано проблеми управління розвитком соціальної сфери регіону, визначено необхідність комплексного використання ресурсів всіх функціональних складових соціальної сфери та обґрунтовано використання програмно-цільового методу при вирішенні проблем підвищення якості життя населення регіону.*

**Ключові слова:** соціальна сфера, державне управління, програмно-цільовий метод, регіональний рівень, система управління соціальною сферою.

**Десять О.А. Направления использования программного-целевого метода управления развитием социальной сферы региона**

*В статье проанализированы проблемы управления развитием социальной сферы региона, определена необходимость комплексного использования ресурсов всех функциональных составляющих социальной сферы и обосновано использование программного-целевого метода при решении проблем повышения качества жизни населения региона.*

**Ключевые слова:** социальная сфера, государственное управление, программно-целевой метод, региональный уровень, система управления социальной сферой.

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Introduction

At the present stage of development, management by objectives is gaining ground in the state's regulation of the social sphere. This trend is facilitated by both a large domestic experience accumulated in the field at the Soviet time, and the practices of using the method in the advanced countries. The method makes it possible to pool considerable resources, necessary for solving social problems at the national level, and promote their efficient allocation and usage. At the same time, management by objectives encounters a series of difficulties, the major difficulty being a high uncertainty of a programmed system. The reason is that program development is not only to be supported by tenable hypotheses, but should also include various options for updating during implementation i.e. mechanisms for improvement of a program without changing its objectives. It is especially important in the current context, since the external environment's changeability accounted for by the program is aggravated by the domestic instability, which threatens both the program efficiency and its implementation.

Analysis of recent research

The issues of improving administration of the social sphere at the regional level have been discussed in the works by such researchers as O. Chernysh [2], T. Chubarova [3], B. Danylyshyn [15], A. Khaletska [8], O. Kiliievych [5], T. Kirian [4], M. Koretskyi [9], V. Kutsenko [10], E. Libanova [11], O. Palii [11],

Yu. Pasichnyk[4], M. Puhachova [13], O. Romaniuk [5], I. Rozputenko [5], V. Skurativskiy [11], A. Shchetinin [14]and other scholars. Yet, despite numerous researches, the trends and possibilities of using management by objectives for social sphere development remain understudied.

Statement of research objectives

The present paper objectives are: analysis of problems of managing the social sphere development in a region, determining the need for integrated resource management of all the social sphere functional components, and justification of using the method of management by objectives to solve the problem of life quality improvement of a region's population.

Results

In the domestic system of administration of the national and regional development, management by objectives is an efficient mechanism, which helps focus efforts and capabilities to achieve the set priorities.

Application of the method of management by objectives allows the following:

- overcoming lack of intersectoral integration in solving multiple problems;
- attaining ultimate goals in good time by optimal allocation of material, labor, and financial resources;
- integrating different functional complexes into a unified system able to fulfill the set purpose by means of designing the appropriate programs;
- elaboration and comparison of different methods to attain objectives and choosing the most efficient one;
- coordination between the ultimate goals and available resources;
- using a complex of indices, which makes it possible to analyze and control the attainment of intermediate and ultimate objectives.

An objective need for regional program development and implementation, according to A. Shchetinin, arises, above all, when problems meet the following requirements:

- being multi-purpose and comprehensive by its nature, a regional problem is of national economic significance;
- a time limit for solving a problem does not fit the set middle- and long-term plans;
- a necessity arises to utilize resources of intersectoral and multipurpose significance in an integrated fashion;
- the existing forms and methods of management are insufficient for coordination of industry-specific or regional projects, having common objectives and tasks [14, p.85].

Most of target programs of the national and regional levels are oriented to develop specific functional complexes of the social sphere. However, the man-

agement theory and practice also involve programs of life quality improvement. For instance, Y.Animitsa, N.Novikova, and V.Sukhikh, having summarized the practices of forming a number of comprehensive programs for urban socio-economic development, worked out a complex program structure, which they recommended as a standard. One section of the program is titled "Improvement of population life quality" [1, p. 30]. Agreeing in essence with the ideas laid out in its paragraphs (public health service; law enforcement; mending environmental situation; protection of socially vulnerable groups; providing housing and utilities; landscaping and site finishing; household services and trade; education; culture and arts; transportation services; other spheres), we suggest focusing on life quality components.

Besides, it is to be noted that target programs should be designed in compliance with a regional strategy for social sphere development. The issues of coordination between target programs and strategies have not been studied thoroughly yet. To fulfill the task, we deem it expedient to apply the approaches as below.

First of all, a conceptual scheme of that coordination should be unified, its essence lying in the following: the main objective of a strategy for social sphere development i.e. improvement of life quality comprises a sequence of intermediate goals corresponding to specific life quality components. In order to attain each goal, a special goal-oriented program is designed, which is in line with strategic guides for developing the social sphere as a whole.

Secondly, in the process of designing target programs, feedback channels should be identified. For that end, while coordinating target programs with the relevant strategies, it is necessary to mirror program indices in a social sphere development strategy. The coordination of indices should be accomplished before strategic planning is approved.

Thirdly, it is important to provide for an intercoordination of programs in order to assure a mutual support for attainment of the set goals. Otherwise, one program is likely to be fulfilled at the expense of the others. This is why coordination of all the necessary indicators and indices should be performed on the basis of a strategy for developing the social sphere as a whole.

In the fourth place, it is essential to ensure coordination of actions of all those who participate in administration of the social sphere, emphasizing the actual need for creating within the organizational structure of a separate specialized unit authorized to govern a region. One of the key functions of such a structural unit would be coordination of all the projects, programs and plans of social sphere development.

Thus, coordination between the target programs and strategies of social sphere development will make administration of possible to manage the sphere in accordance with the common lines of action.

The principal model of program approach in administration of the social sphere, in our opinion, should include two parts: objective and program descriptions.

At the first stage, the objective description is performed, the objectives being formulated with consideration for the following requirements:

1. Feasibility. The desired condition of a socio-economic system to be achieved within the set time span should not be unattainable, since the process of target realization is related, first and foremost, to allocation of key resources.

2. Flexibility. In the market conditions, any socio-economic system operates under high uncertainty, which allows for an external environment's impact and variation of internal operational conditions. Therefore, the set objectives have to be adaptable (more exactly, adaptation capacity is to be included in them in advance) to potential changes of insignificant nature.

3. Measurability. It is desirable that every qualitative characteristic should have its quantitative content.

4. Provision of incentives for reaching the desired condition. Statement of objectives for socio-economic system development should give impetus to both the system as a whole and every participant in realization of the set goals.

5. A hierarchical pattern of development objectives structure. A formulated objective of socio-economic system development should correspond to the level of hierarchy where it would be realized (i.e. the level of managing the resources required to fulfill it).

6. Clearly defined statements helping participants understand target decisions. Formulating objectives is not a goal in itself, but rather one of strategic planning stages. Understanding of development objectives by the participants facilitates realization of target decisions, promoting to a large extent the process of socio-economic system functioning. Clear-cut statements contribute to raising the system's social status in the society, intensifying its relations with the state and socio-political organizations [3, pp. 24-25].

In keeping with the above requirements, the main objective of programs for regional social sphere development, to our mind, should be improvement of separate components of population's life quality. We suggest considering improvement of separate components of life quality as program intermediate goals.

Further, based on the totality of the formulated objectives, the program description part is developed, which is advisable to be done in several versions for choosing the most efficient one. In order to achieve the objectives, a complex of program actions is to be elaborated with application of various methods, in particular the expert analysis, factor analysis, and network methods. The programmed actions should be assigned to concrete performers—structural elements of the functional complexes of the social sphere. In the course of assignment of performers, a system for improvement of a specific life quality component

is formed, which implements the relevant target programs. This grouping allows joining efforts, using the available potential to the maximum to overcome collaboratively possible obstacles on the way to fulfillment of the objective of improving regional population's life quality.

During target programs implementation, the stages of detecting deviations and making corrections need monitoring.

The modern theory and practice of monitoring is quite popular, with numerous works by domestic and foreign scientists being published on monitoring problems. In addition, there are statutory regulations for that kind of activity. However, information systems of the regional authorities regulating the social sphere use a set of indices, the analysis of which does not allow an efficient administration of the regional social sphere aimed to improve the regional population's life quality.

In view of the matter's topicality, it is deemed appropriate to discuss the basic provisions of monitoring social sphere functioning and development. The essence of monitoring lies in a dynamic observation, evaluation and forecasting of the processes, taking place in the social sphere, with the aim of providing the authorities that regulate a regional social sphere with the latest complete and reliable information.

Among the main tasks of monitoring the regional social sphere functioning and development, one can discern the following:

- organization of collection and processing of data about the processes of functioning and development of the social sphere, its specific functional complexes, and trends of changing regional population's life quality;
- study and evaluation of the collected data;
- detection of deviations from planned lines of improvement of regional population's life quality in target programs and analysis of deviation causes;
- supply, in accordance with the established procedure, of information obtained during monitoring of functioning and development of the regional social sphere, regulating bodies, enterprises, institutions and organizations regardless of their subordination or forms of ownership, and the population;
- forecasting development of the regional social sphere and its specific functional complexes, as well as improvement of people's life quality;
- issuing recommendations for using the capabilities and strong points of social sphere development and prevention of a possible negative impact of external environment factors on social sphere functioning and development.

Building an effective monitoring system should be carried out based on the following principles [16, p. 25]: goal orientation; consistency; complexity; continuity of object observation; regular acquisition of data on changes for monitoring indices comparison in time; permanent upgrading of the system for monitoring of regional social sphere functioning and development.

Additionally, it is significant for the monitoring system to acquire information that is characterized as exact, timely and reliable [13, p. 101].

Using the results of scientific research and monitoring practices, we can propose the following monitoring procedure.

At the first stage, a choice of main monitoring lines is performed. It is expedient to conduct the monitoring according to the trends formulated in compliance with target programs: monitoring of health quality, education, recreation, housing, catering, providing of public amenities, social security, legal protection, environmental protection.

We suggest conducting the monitoring of each of the abovementioned areas on the basis of pre-set general indicators and personal indices of people's life quality, though adjusted with account of regional specificity. Besides, the obtained indicators and indices to be used during monitoring should be characterized according to their significance (rank) for reaching the next level parameter, which also takes into account specific conditions of every region. Ranking of monitoring parameters according to their significance will allow reducing their number due to exclusion of low-ranking ones. Subsequently, this will make it possible to facilitate the monitoring process and evaluation of results without lowering their accuracy.

At the second stage titled "Data collection according to defined parameters", the information framework for the suggested lines of monitoring regional social sphere functioning and development should be formed by data bases of public authorities and local governments, institutions and organizations of the social sphere; specialized data bases of monitoring the quality of health, education, catering, housing etc., created in accordance with the suggested lines of monitoring population's life quality.

The monitoring should be conducted according to the appropriate legal basis. Experts suggest adopting a special monitoring instruction to regulate the following:

- legal mechanisms for interaction between an information collection and authorities, establishments, and organizations authorized to conduct monitoring;
- legal forms of information protection;
- guarantees of information security [15, p.22].

The next monitoring stages are as follows: study and evaluation of information, detection of deviations and analysis of their causes; forecasting, scenarios of regional social sphere functioning and development, on the basis of which recommendations are given as to using capabilities and strong points and prevention of negative impacts of multiple environmental factors on the social sphere development, and therefore, on regional population's life quality.

For successful implementation of the model of "integrated systems for improvement of people's life quality", in our opinion, it is essential to evaluate the efficiency of regulating the social sphere.

The efficiency of social sphere administration is to be assessed not by quantitative indices of plans and programs fulfillment, but rather by the level of administration organization, capacity of authorities to regulate the social sphere, respond adequately to external and internal changes, find causes of actual results deviations from the planned ones, and prevent or eliminate negative trends.

The ultimate results of social sphere functioning depend on a dynamically changing system of internal relations, which necessitates a continuous influence on a varying relationship between the dynamics of complexity and dynamics of actually realized relations, causing a change in administration organization. In this respect, it should be emphasized that every index that describes the changes in the internal relations system consists of constant and variable components. The constant component is brought about in a natural way of key factors development, while the variable one is determined by the capacity of workforce of the social sphere administration system and can be regarded as efficiency of social sphere administration.

The systemic nature of the social sphere of the country, in our opinion, is also due to the following features:

- social sectors form a single complex, the results of which are aimed at improving the quality of human capacity in usually;

- the priority of the social sphere in matters of economics and politics, due to the social orientation of the state;

- social sphere focuses on the population of the whole country, so, unlike other spheres of activity, is tightly controlled by the government and requires government strategies for system development;

- social sector, unlike other has a system of state minimum social standards guaranteed by the state to every member of society, depending on income level, health status, etc.;

- a feature of the social sphere is also determined by historical traditions highlight it as a separate block of fields.

In our view, the peculiarities of social sphere of the controlled system due to the fact that the main element of the system – the person – is both an object and subject of management. Identity and convergence of object and subject of management, their close relationship and interdependence manifests itself most clearly at the regional level.

The efficiency is proposed to be evaluated by changing increments of integrated indices of population's life quality, rather than by absolute level or even by ordinary gain value. An actual conformity of indices growth rates to a "program standard" is taken as a measure of organization of the social sphere administration system, the standard being understood as interval values of integrated indices of people's life quality (by components), fixed in target programs of development – "integrated systems for improvement of people's life quality".

Besides, the program standard is regarded as an ideal theoretically determined measure of administration performance. In this connection, the task of evaluating the performance of social sphere administration system should consist in measuring the degree of conformity of the actual rates of achieving social sphere development results to the programmed (ideal) ones.

Analysis of the system of public administration of the social sphere proves that the administrative functions are not coordinated with objectives and tasks of authorities, which is especially important for planning the strategic development objectives. There are drawbacks stemming from the historical tradition of building the administration system in general. It should be noted that the existing system of social sphere administration at the regional level is little different from the previous system. In the current context, when regional authorities' role in making and implementation of administrative decisions has grown, with their financing remaining at the same level, an actual task is development of regional programs of social sphere administration, which would consider a territory's specific development conditions, making the most of its potential. Strategic programs of social sphere administration should be created by territorial administrative bodies with the use of the management by objectives method.

Conclusions

Analysis of problems of social sphere administration, aimed to ensure regional population's life quality, allows making the first conclusion about significance of the problem of people's life quality, considering the priority of the individual in the value system of a socially-oriented state.

The second conclusion concerns impossibility of solving the problem of regional population's life quality improvement within a time span that matches the period of planning for a region as a whole and each functional complex of the social sphere. Thus, for instance, the program of improving public health up to the set level can be scheduled for 7 years; the program of social security quality improvement – for 4 years; and the program of improving the quality of environmental protection – for 15 years. By comparison, regional development programs are designed mostly for the period of 5 to 10 years.

The next conclusion is that to solve the life quality problem, all the functional components of the regional social sphere should be utilized in a comprehensive manner within the framework of an integrated system for population's life quality improvement. This conclusion is stipulated by complexity of the problem, which is impossible to solve with funds of only one functional complex of the social sphere.

The expediency of program solution of the researched problem also proves that the existing forms and methods of social sphere administration are not

enough to effectively address a range of intersectoral social issues, brought about by the need to improve people's life quality and their coordination with regional objectives and development tasks.

In summation, there exist all the preconditions for application of the management by objectives method in solving the problems of improvement of the regional population's life quality.

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