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PROGRAM-TARGETED APPROACH IN MAKING MANAGERIAL DECISIONS REGARDING THE DEVELOPMENT OF REGIONAL EDUCATIONAL SYSTEMS

The article is devoted to the exploration of theoretical and practical aspects of the application of the program-targeted approach as one of the effective methods in making managerial decisions concerning the development of regional educational systems. It is defined that the application of the program-targeted approach in public administration of regional educational systems is capable of yielding high results given the presence of factors such as: full correspondence of regional educational systems to the capabilities of the program-targeted approach; a high level of professional competence of individual management subjects and the coherence of their teamwork; availability and a high degree of readiness of necessary resources; real engagement of partners in the program and systematic support from their side; the presence of a "critical mass" - forces that support the goals and ideas of the program, which can change the situation in the necessary direction; involvement in the program and motivation of educational subjects; direct and explicit support from regional legislative and executive authorities; high-quality management of the process at all stages of work with the program (from the decision to develop it to its completion).

It is clarified that the program-targeted approach: serves as a methodological basis for the development of mechanisms, appropriate and necessary tools in the

implementation of public administration of regional educational systems; presupposes that the goals of public education management are set based on social demand, taking into account local conditions and the needs of the regional labor market, the current state of regional educational systems, and are related to national, regional, and local levels; allows identifying and solving urgent problems of regional educational systems, building corresponding priorities of organizational and managerial activities; serves as a basis for the development of an algorithm for the implementation of management activities in accordance with the developed mechanisms for the development of regional educational systems; provides the opportunity to monitor the process of achieving the set goal according to the prescribed stages of its implementation in the program; allows for adequate design and implementation of management in practice, comprehensively covering various aspects of management, synthesizing formal and informal approaches to public administration of regional educational systems.

Keywords: *public administration, managerial decisions, program-targeted approach, regional educational management bodies, regional educational systems.*

Problem setting. The negative trends inherent in the development of the educational sphere necessitate the search for new approaches to education management and their implementation in practical activities. In this context, one of the operational approaches to improving the efficiency of state spending and education development is considered the program-targeted approach - an approach oriented towards defining priority directions, specifying methods to achieve set goals, and addressing existing issues.

Recent research and publications analysis. Theoretical conceptions of the issue of state education management, as well as the methodological understanding of the process of regionalization as a trend in the development of modern educational systems, and the peculiarities of managing regional educational systems, are the subject of scientific works by contemporary Ukrainian scholars from various scientific fields. Despite the considerable achievements of scholars, it should be noted that there is still a lack of theoretical and practical research on the theoretical and practical aspects of the

application of the program-targeted approach as one of the effective methods in making managerial decisions regarding the development of regional educational systems.

Paper objective - to consider the program-targeted approach as one of the effective methods in making managerial decisions regarding the development of regional educational systems; to identify the problems, characteristics, levels, positive and negative conditions of applying this approach, as well as to indicate the difficulties and limitations of its use in Ukrainian managerial practice.

Paper main body. Before starting the discussion of the issues mentioned in the work, it is important to emphasize that the approach is a set of tools that can solve problems existing in a particular field. In fact, the approach in management is a method of governance that represents a set of universal and specific methods and techniques applied by authorities in the process of performing certain functions of public administration or in the process of developing, adopting, and implementing decisions to influence managed objects [4]. According to N. Vasilyeva, the program-targeted method is a method of "budget management that provides planning and execution of the budget for the medium-term perspective, aimed at achieving a specific goal in accordance with the established priorities" [7]. According to her, for the best results, attention is focused not only on existing resources but also on a well-thought-out policy for the most effective use of allocated budget funds.

In public administration, the program-targeted approach is the most common means of implementing state policy. It links the available resources in the state with the goals set and defined in state strategic documents through targeted programs. This approach is effectively used in many foreign countries, including the United States, Germany, France, Japan, Korea, and others. It is particularly effective in situations where there is a need to revive the economy (for example, after a prolonged war) or as a way out of an economic crisis, the implementation of economic reforms, and so on.

As V. Bakumenko asserts, at the state level, the program-targeted approach enables the centralization and control of resource utilization to address problems in a specific situation, industry, or territory. To achieve this, relevant target programs are developed

based on a number of key provisions, the most important of which are: defining priorities for social problems as the basis for practical actions of the public authority system; allocation of activities and tools that can ensure the most rapid and sustainable success for the target of governmental influence within the available resources; defining the list and schedule for the implementation of programs and projects, establishing the appropriate structures capable of taking leadership in specific directions; implementing a targeted policy for priority development with adequate technological and resource support; overcoming inconsistency in the development process of programs and projects between different levels of management, individual elements, and tools, which threatens the loss of resource efficiency [2]. There are certain features in the process of forming target programs: their subordination to a certain system (the choice of goals based on the adopted strategic documents at the higher level; interaction with other programs, projects; adherence to a certain structure during their development (ordering program tasks); creating the necessary management system and corresponding mechanisms to ensure program implementation; focusing on the final result, etc.

The aforementioned indicates that the key element of the program-targeted approach is the program, which is "an approved set of mutually coordinated actions, aimed at solving a certain problem (a complex of programs)" [1]. Or, as it is defined differently, it is a "systematized set of solutions that correspond to the analysis of a certain situation and aim to implement large-scale plans" [3]. In this case, the program should be considered as a holistic object and a management process. In fact, it is a document with defined goals, priority directions, developed and proposed mechanisms for the implementation of the idea outlined in the program.

It should be noted that in Ukraine, state target programs are developed, approved, and implemented, which can be either national (covering the entire territory of the state or a significant number of its regions) or other programs aimed at solving problems of a sectoral or territorial nature. At the same time, these programs can be divided according to the spheres to which their managerial influence is directed: economic, scientific, scientific-technical, social, environmental, defense, etc.

Referring to the program-targeted approach as an effective method of public management of the development of regional educational systems allows describing their development in changing conditions. This is explained by the fact that this approach contains mechanisms that ensure the transition of the system to a new desired state while preserving all the positive aspects of its functioning. Therefore, it is necessary to consider the features of applying the program-targeted approach in public management of regional educational systems.

Traditionally, the program-targeted approach is understood as a way of developing and implementing planned management decisions based on a comprehensive analysis of problems and the construction of a systematic set of measures and actions (in the form of a program) aimed at achieving the set goal and solving the key task arising from the existing problem. The essence of the program-targeted approach lies in formulating goals for social development with subsequent allocation of resources to achieve these goals. Thus, the key component of the program-targeted approach is the formulation of development goals for the socio-economic system. In this context, a series of tasks arises related to establishing a complex of goals for different levels of managing social development, their interrelation, as well as problems of comparison, ranking, and goal planning.

In fact, any planning is program-targeted, as its essence is expressed in defining the goal and the path to it. From this perspective, the program-targeted approach is the clear definition of goals and ways to achieve them, i.e., more thorough development of plans. On the other hand, the program-targeted approach is inherent in the development of programs to address the most important and relevant problems. The sense of applying the program-targeted approach lies in achieving maximum results with minimal costs (intellectual, material, labor, etc.).

The system of principles of the program-targeted approach defines the general strategy of planning activities, and program-targeted methods are specific ways of implementing this activity in accordance with the principles of such an approach. If these provisions are projected onto regional educational systems, it can be noted that at the

current stage:

- there is insufficient resource provision for regional educational systems at the state level;
- there is no system for training personnel for regional educational systems;
- the task of financing regional educational systems remains unresolved [5].

However, it should be noted that some of the presented tasks must be addressed at the regional level. It is also important to emphasize that during the application of the program-targeted approach in public management of regional educational systems, not only the set goal is important, but also the establishment of a set of interconnected, well-structured tasks that guide the system and the collective action of management entities aimed at achieving specific intermediate and final results. Such objectives are considered objective and are formed both by the bodies of public management of regional educational systems and by the educational institutions themselves.

According to the provisions of the program-targeted approach, the goals of public management of the development of regional educational systems cannot be formulated as spontaneous and independent. All goals must be subordinated, interconnected, non-contradictory, and occupy a certain place in the "goal tree," where the method of decomposition is used to reveal the structure of the goal system related to the general (main) goal and the ways to achieve it. Thus, the development of the "goal tree" should be a continuous process and have all the necessary levels. Therefore, the program-targeted approach in the management of regional educational systems is impossible without describing the hierarchical structure of the education system, as well as defining the place of the education management system and educational institutions within it.

Goals at each level should be comparable in scale and level. The construction of the "goal tree" ends where further definition of the vertices is not possible. It is noteworthy that the development of rules for creating the "goal tree" is advisory in nature and essentially heuristic.

The essence of the program-targeted approach lies in the fact that it represents a synthesis of a number of approaches: target and programmatic, activity-based, systemic,

functional, and comprehensive. In the process of applying the program-targeted approach to public management of regional educational systems, there is an opportunity to make assumptions about their levels of development, which can be manifested in such plan characteristics as: the direction of the plan itself (operation and/or development); content (measures that ensure only operation and/or development); structure ("growth points," projects, development programs).

Advocates of the use of the program-targeted approach in education management emphasize the importance of distinguishing between the goals of educational systems and the goals of development programs themselves. In particular, the goals of educational systems may be related to achieving a qualitatively new level of professional training, with a different level of their social competence and adaptability. When it comes to development programs, it is necessary to understand the purpose of specific innovations planned in the education system and the changes that should result from their implementation. In other words, the scalability of program-targeted management of regional educational systems is directly related to the category of purpose. If education management is primarily focused on the narrow goals of the educational system itself, then program-targeted management is aimed at achieving the general functional goals of society.

We believe that in the development of regional educational systems, it is advisable to distinguish between two levels: the development of the regional administrative system and the development of the regional educational system management. Common criteria for assessing the development of regional educational systems include the quality of the activities of the regional (territorial) education management body and the quality of management of the educational institution. Plans, programs, and projects developed in accordance with the socially significant functional purpose serve as a means to achieve the goals of regional educational systems when using the program-targeted approach.

According to the above, the main purpose of the mechanisms of public management of regional educational systems is determined by the social demand, and the main goal should correspond to the development goals of regional educational systems,

the personal goals of subjects, groups, collectives, as well as other interested parties in the educational space.

The regional education development program should reflect the aspects that are in the national program, as the latter is one of the bases for its construction. Creating a regional education development program should take into account the influence of factors, conditions, trends, directions, and development tasks of regional educational systems. In turn, the specifics of the program-targeted management of regional educational systems require:

- Clarification of the purpose of each development direction;
- Description of expected results in the process of goal achievement;
- Identification of key measures aimed at achieving expected results;
- Implementation of personnel policy in the region;
- Determination of the division of powers;
- Identification of sources and mechanisms of education funding;
- Material and technical support of the educational sphere at the regional level.

Based on the regional education development program, individual education institution development programs can be developed, taking into account local conditions. The main point here is that education development programs at any level are meant to ensure the regime of education development as a whole. They should reflect the prospects of regional educational systems' development and guide the functioning of management subjects towards their implementation. The functioning regime inherent in any regional educational system is established according to educational programs, which represent a special form of expression of substantive, procedural-activity, and organizational-management aspects of educational tools. The interrelation and coordination of development programs of regional educational systems with educational programs of individual educational institutions have the characteristics of targeted programs.

Since the subjects of management in the educational sphere are education management bodies, educational institutions, participants in the educational process, in other words, the main subject is a person, the implementation of the program-targeted

approach in public management of regional educational systems is closely related to the human factor, namely with the direction of the individual - the consumer of educational services and the professionalism of pedagogical workers and managers, which implies taking into account psychological compatibility, their readiness for interaction, and cooperation to achieve the expected result.

The key feature of the program-targeted approach in education management is that the goal of such management is determined by the state goals of education, as well as the personal goals, needs, and abilities of education subjects and interested parties from the external educational space. It is necessary to consider that the application of the program-targeted approach in public management of regional educational systems can yield a high result in the presence of the following factors:

- Full compliance of regional educational systems with the capabilities of the program-targeted approach;
- High level of professional competence of individual management subjects and coordination of their teamwork;
- Availability and high degree of readiness of necessary resources;
- Real engagement of partners in the program and systematic support from their side;
- Presence of a "critical mass" - forces that support the goals and ideas of the program, which can change the situation in the required direction;
- Involvement in the program and motivation of education subjects;
- Direct and pronounced support from the regional legislative and executive authorities;
- High quality of process management at all stages of work with the program (from making a decision on the need for development to the completion of its implementation) [6].

This is an incomplete list of conditions that ensure the effectiveness of the application of the program-targeted approach in public management of regional educational systems. However, alongside the positive conditions for the use of this

approach, some difficulties and limitations of its use should be highlighted. Among the most significant of these, in our opinion, are the following:

- Dependence of the main results of the functioning of the education system on a large number of subjective factors, including poorly controlled ones. These include indicators related to processes such as education, health promotion, and socialization of educational beneficiaries;

- Slowness and difficulties in obtaining feedback from consumers of educational services about the quality of these services;

- Weak, unmotivated, or completely absent financial interest of the pedagogical staff, students, and other employees of the education system in improving the results of their activities;

- Lack or limitation of resources necessary for the implementation of effective public management of regional educational systems (regulatory, financial, personnel, informational, etc.);

- Objective complexity of processing a large amount of information regarding the development of regional educational systems, which requires the use of modern information technologies, as well as the professional work of narrowly specialized professionals such as analysts, programmers, forecasters, and others.

The aforementioned disadvantages must be taken into account when developing mechanisms for public management of regional educational systems based on the program-targeted approach.

In general, it is necessary to emphasize that the program-targeted approach:

- Serves as a methodological basis for the development of mechanisms and necessary tools in the implementation of public management of regional educational systems;

- Implies that the goals of public education management are set based on social demand, taking into account local conditions and the needs of the regional labor market, the current state of regional educational systems, and are linked to national, regional, and local levels;

- Allows for the identification and resolution of urgent problems of regional educational systems by building corresponding priorities of organizational and managerial activities;

- Serves as a basis for the development of an algorithm for conducting management activities in accordance with the developed mechanisms for the development of regional educational systems;

- Provides the opportunity to monitor the process of achieving the set goal in accordance with the stages prescribed in the program;

- Allows for adequate design and implementation of management in practice, comprehensively covering various aspects of management, and synthesizing formal and informal approaches to public management of regional educational systems.

Conclusions. All of the above provides grounds for the assertion that the effective approach for making planned management decisions regarding the development of education in a certain area is the application of the program-targeted approach. A necessary condition for the application of the program-targeted approach in public management is the development and implementation of plans, programs, and projects aimed at the development of regional educational systems. These documents should be subordinated to a single goal, harmonized with each other, and structured accordingly. It should be noted that the general plan contains the expected results (goals) of the development of regional educational systems, all their subsystems, and educational actors.

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