
CHAPTER 4

Project management within the national economy in turbulent conditions

Tetiana Ostapenko
Olha Kravchenko
Yevheniia Osypova
Oleksandr Ponomarov

Abstract

Project management is an institutional element in the development of modern management. It involves processes where specific enterprises and organizations receive orders for implementing particular projects and form teams to achieve goals in production and other processes. However, projects also exist at the level of the national economic environment. For instance, the government can organize a tender for completing a certain task, which is also a project executed by entrepreneurs to achieve macroeconomic goals. These projects must be innovative because only high-tech solutions can achieve high efficiency, aligning with the overall development level of the national economy.

It should be noted that the study of management projects at the macro level is a new aspect of economic science. This article reveals the theoretical issues of the development and evolution of macro-projects, assesses the state of project management in the national economy of Ukraine, highlights issues related to the creation of clusters as state projects, and identifies applied issues of project management at the macro level.

The national economy consists of various sectors and enterprises, which can form clusters in different regions of the country. Thus, the Italian economy is characterized by a high degree of clustering. This example can be applied to Ukraine by stimulating regional economic growth. Clusters are regional projects that unite related and supporting industries and enterprises. In Ukraine, a cluster such as "agriculture – food industry" could be formed, serving as a national economic development project while taking into account the specificities of different regions.

Ukraine is currently in a state of war, a highly critical situation. The full-scale invasion by Russia has revealed numerous vulnerabilities in both individual enterprises

and the national economy as a whole, including dependency on imported raw materials and their equivalents, a lack of high-tech innovations of Ukrainian origin for defense systems, and more. Given this, it is important to recognize that the country's economy is in a state of turbulence, and there is a need to propose solutions for overcoming the military crisis.

Keywords

Project management, project management on the macro level, industrial districts, turbulent conditions.

4.1 Theoretical approaches to project management at the macro level

It is important to note that the aim of this research is to determine the conditions for the development of project management at the macro level in the context of an unstable national and international environment.

The objectives that allowed to achieve this aim were as follows:

- define the scientific approaches and existing schools of thought regarding project management at the macro level;
- characterize the conditions for the creation of projects at the macro level in Ukraine;
- explore the possibilities of establishing clusters as macro projects in Ukraine, drawing on Italian experience;
- assess the state of project management in Ukraine amid turbulence.

The primary objective of management bodies at the macro level is the stable development of the state and its society, while adhering to routine processes established by legislation. However, turbulence in both the external and internal environments of the state leads to constant changes. New technologies, digitalization, the information surge, along with new challenges and tasks focused on the needs of citizens and businesses, require adaptations at the macro level.

The application of project management principles and fundamentals by government institutions, alongside functional activities, is aimed at addressing and implementing the strategic directions of the state, developing new products, or enhancing the quality of public services. Consequently, public sector institutions face the challenges of managing interrelated processes and ensuring the successful execution of projects. Specifically, project management holds a critical position in the development of any organization, and the public sector (macro level) is no exception. Government projects implement unique directions that demand specific strategies for success. In this article, let's explore the key principles, essential tools and

methods, as well as the importance of building a competent public project management team in the context of turbulence.

At the macro level, the value of project management for managing complex projects and initiatives of government bodies has long been recognized. It provides an effective tool for managing resources, adhering to timelines, establishing budgets, tracking progress, controlling costs, and ensuring quality outcomes. Project management is rapidly becoming a critical component of effective government operations due to the increasing complexity of modern public policy initiatives.

By integrating project management principles into operational activities, government organizations can enhance their efficiency while simultaneously reducing risks and costs associated with large-scale programs.

It should be noted that research on the use of projects in the corporate world is extensively analyzed [1], while empirical studies at the macro level are currently lacking [2]. Specifically, questions arise about what can be done to scale project management concepts practiced in business to the macro level [3] and what role government management bodies should play in this process [4].

It should be noted that in 1969, the Project Management Institute (PMI) was established in the United States, which led to the development of the first standards that have been refined and implemented in corporate activities: A Guide to the Project Management Body of Knowledge (PMBOK Guide), Prince2 Projects in Controlled Environments, ISO 21500 Guidance on Project Management, etc. [5].

When exploring the "Scandinavian school", project management reveals a focus on the embeddedness and interaction of projects within the life of the society [6]. A project is understood as a temporary organization with specific objectives, such as developing a new product or updating an organizational unit, where the process is based on prior activities and encompasses dynamic changes [7]. It is also noted that "projects have become an integral part of our lives" [8]. They are carried out by participants who enter into relationships that "fragment and reconfigure through the practice of episodic project collaboration" [9]. The implementation of projects is influenced by the institutional context, which simultaneously affects their immediate and broader environment [10]. By describing project management as a response to wider social and cultural processes, Packendorff and Lindgren [11] significantly expanded the scope for studying this phenomenon at the macro level.

Project management at the macro level can be understood as a process or development towards the increasing significance of projects at the macro level for state development [12]. On the other hand, it "indicates an interest in the outcomes and impacts of project activities on a segment of society or on society as a whole" [13]. The interaction of projects, programs, and project portfolios is implemented within

and between organizations through networking [14, 15], forming a project business that specializes in project execution. L. Boltanski and E. Chiapello [16] describe project management at the macro level as a pathway to a "new spirit of capitalism", which focuses on projects as an integral form of networked collaboration.

It should be noted that research in project management has long been concentrated on assessing their impact on the economic activities of companies. However, considering the intensive development of project management, it should be highlighted that the field has expanded to higher levels of society. A. Jensen, C. Thuesen, and J. Gernaldi [17] note a "project society", where everyone undertakes projects, both personal and collaborative with others. Similarly, R. A. Lundin [18] describes the pathway to a project society, indicating that projects are spreading everywhere. G. Grabher and O. Ibert introduced the term "project ecology" as a concept encompassing "social layers at various levels, from the micro level of interpersonal relationships, the mesolevel of intra- and inter-organizational cooperation, to the macro level of broader institutional structures", which relies on professional organizations and specialists that contribute to cumulative learning [19].

Project management encompasses a wide range of activities, from the narrow conceptualization of project activities as organizational transformation to the use of project management tools for societal development. Projects become the foundation of social life. For a better understanding of project management and its prospects at the macro level, let's propose utilizing institutional theory, as it "examines the processes through which structures, including schemes, rules, norms, and routines, are established as authoritative guiding principles of social behavior" [20]. Institutional theory comprehensively reveals the relationships and collaborative activities of project participants within an institutional context. This theory allows for an analysis of both the influence of institutions on social processes and the reciprocal influence of institutions on those processes.

Researchers, relying on neo-institutional theory, primarily note how organizations and organizational practices are increasingly converging; for instance, "organizations become predictable because other organizations become predictable" [21]. At the same time, institutional theory focuses on institutionalization as the process of creating reality through social interaction. The emphasis here shifts towards the stability and orderliness of institutional mechanisms. This allows to define institutions as comprising "regulatory, normative, and cultural-cognitive elements, which together with related actions and resources provide stability and meaning to social life" [22]. Institutional theory and analysis consider the processes through which structures at the macro level, including both normative and behavioral systems, are established, become stable, and undergo change over time. This is driven by

the participation of individual actors and various collectives, ranging from individual organizations to networks of organizations and organizational or institutional fields, representing a collection of independent and diverse organizations "engaged in a system of shared meaning" [22]. Participants act according to the institutional framework and thus embed it within their environment; conversely, through their activities, they also influence the macro level and change it in a certain direction [23].

Regulatory actions in project management at the macro level entail the authoritative position of the state, which controls and sanctions compliance with laws and regulations and exercises coercion over others, while normative actions aim to ensure adherence to standards and routines in everyday life, thereby influencing participants' habits to comply with these standards.

In addition to the institutional approach, it is important to highlight other approaches to project management at the macro level:

1. Systemic Approach – this views project management as part of the overall development system of the state, where all processes are interconnected. In the context of the macro level, the systemic approach assists in integrating projects into the overall strategy of state development, ensuring interaction between various organizations and management levels. This promotes alignment of objectives and more efficient use of resources [24]. The national digitalization strategy in Estonia serves as a successful example of a systemic approach, where various institutions and management levels work in harmony to achieve a unified goal – the digital transformation of public services. A systematic approach provides project managers with the opportunity to apply the differentiation of elements, subjects, and levels for conducting project analysis and to engage project financing tools.

2. Portfolio Management Approach – government institutions often manage several projects simultaneously; thus, the portfolio management approach enables effective coordination of their interactions, optimizing resources and time [25]. Portfolio management allows for strategic decisions regarding which projects to prioritize, based on societal needs and political priorities. This approach also encompasses monitoring and evaluating the outcomes of each project to ensure maximum return on investment and to achieve established strategic goals. Portfolio management is employed within the European Union to coordinate funded projects under multi-annual financial programs, allowing for effective allocation of funds and resources across various countries and sectors. The Portfolio Method allows for a comprehensive view of project formation at the level of the national economy and facilitates the presentation of the project plan, utilizing the levers of project management, such as the project office or soft skills, to attract investors and other representatives of the financial system.

3. Contextual Approach – this considers that the success of projects at the macro level depends on specific external conditions, such as economic and political factors, culture, and social characteristics of the country. Each project in the public sector must be tailored to the specific political and social context to ensure its effective implementation. The contextual approach helps to avoid "one-size-fits-all" solutions that may not be suitable for the conditions of a specific country or region. Instead, it focuses on the individual needs and specifics of each project. The successful implementation of aid and development projects in Africa relies on understanding local cultural, economic, and political conditions, necessitating a contextual approach. The substantive approach involves filling the content of the project plan, where this content is explored through economic, legal, political, and cultural factors. The content of each section of the project plan should be filled with analyses and summaries regarding the life cycle of the macro-project in question.

4. Agile Methodologies – traditionally associated more with the private sector, elements of Agile are increasingly being integrated into public administration. Agile methodologies allow for quicker responses to changes, adapting projects to new challenges, and maintaining a high level of engagement with stakeholders.

Agile entails a cyclical process of planning, implementation, and evaluation, allowing for a swift response to changes in the external environment and the adjustment of project implementation strategies. Flexible methodologies have been employed in the United Kingdom to introduce digital government services, enabling the government to quickly adapt its services to new citizen requirements.

The Agile method involves the implementation of macro-projects as a moving living organism. Thus, any project should be considered in dynamics, when there are transitions from one state to the next and their connection within a particular project.

5. Results-Based Management (RBM) focuses on achieving specific, measurable project outcomes, which is crucial for public institutions. Results-Based Management aims to enhance accountability and transparency in project implementation, particularly important for governmental bodies operating with taxpayers' money. RBM encompasses a systematic approach to monitoring, evaluating, and adjusting project activities, focusing on end results and societal impact. If a project at the macro level is result-oriented, this serves as a foundation for the project's success. It is necessary to understand what it is possible to achieve with this particular macro project.

The United Nations Development Programme (UNDP) actively employs a results-based management approach in its aid and development projects, allowing for a clear assessment of the effectiveness of each initiative. In summarizing theoretical research, it should be noted that the primary impetus for the implementation of

project management at the macro level in Ukraine is its European orientation, which integrates project management tools into public administration institutions.

Public institutions are often complex organizations with numerous stakeholders, long-term projects, and a multitude of rules and regulations. Implementing project management in such an environment can be challenging, as there is no one-size-fits-all solution suitable for every organization.

Challenges include managing competing priorities between internal and external stakeholders; navigating the bureaucratic system to ensure compliance with existing laws, regulations, policies, and procedures; establishing clear boundaries of authority and responsibility among teams; effectively utilizing limited resources; adapting project plans to changing needs or unforeseen circumstances; developing a comprehensive risk management strategy; obtaining buy-in from all stakeholders; and coordinating activities among multiple departments or agency divisions.

4.2 Conditions for creating management projects within the national economy of Ukraine

In accordance with project management issues in the context of turbulence in Ukraine, it is important to note that, throughout the entire period of independence, there has been uncertainty as a manifestation of turbulence. Several destructive and complex socio-economic and political challenges can be identified. A significant social conflict, according to M. Dubyna and D. Serdyuk (2023) [26], is the Orange Revolution and the political crisis of 2004. At the same time, these events "open the country" to foreign investors and active changes. As a result, the volume of foreign direct investment increases, the financial sector is reformed, and GDP growth occurs during the years 2005–2007.

The next significant event is the political and financial-economic crises of 2007–2008, which negatively impact the further improvement of Ukraine's investment climate and slow down economic growth. However, at the same time, there is an increase in foreign currency inflows from remittances.

Since 2014, a series of subsequent events have taken place: the Revolution of Dignity; the annexation of Ukrainian territory; and the conduct of an anti-terrorist operation. These events lead, in the long term, to capital outflow at all levels, migration primarily of the working-age population, and the formation of an uncertain security situation throughout the country. The global COVID-19 pandemic did not become an exception for the Ukrainian economy, and therefore a new decline in economic development is observed. Thus, crisis phenomena compel the loss of,

but also the acquisition of, experience in managing national projects during the described events.

Given the above, based on crises, shocks, and disharmony, a powerful "immunity" to overcoming contradictions is established for the future. In other words, mechanisms of unity among the diverse elements of a cohesive system are formed. Turbulence is the driving force behind territorial development, but only under conditions of effective project management aimed at harmonious socio-economic and ecological development. A condition for such development of any system is the harmonious development of all its elements, which is possible through effective project management, regardless of the initiators (state, society, business), size, and duration (long-term or short-term).

The conceptual approach for scientific exploration of viable project management regarding the development of the national economy should be the process of harmonizing the elements of the socio-ecological-economic system, in particular economic relations, which are forms of connections and interdependencies among all market participants, aimed at meeting the needs of participants through the realization of their interests.

The essence of harmony and harmonization as economic categories is characterized by defining features and criteria such as coherence, consistency, proportionality, sustainability, coordination, balance, equilibrium, orderliness, manageability, efficacy, and effectiveness. Thus, harmony in the economy represents a state of system functioning, a coherent interrelationship of its elements with their properties, which simultaneously serves as a condition, goal, and result of the system's existence.

The harmony of economic relations signifies a level of coherence, sustainability, consistency, coordination, balance, optimal correlation, equilibrium, orderliness, and manageability of economic relationships among their participants, which serves as a condition, goal, and result of sustainable (viable) development.

The necessity of harmonious development is emphasized by M. Dubyna and D. Serdyuk [26] in their work "Ensuring Sustainable Development of Ukraine in Conditions of Uncertainty and Turbulence of the External Environment". The authors note that consideration of outlined goals in the process of creating and implementing development strategies for the Ukrainian economy facilitates the transition to a gradual harmonious development of territories.

A condition for the harmonization of economic relations is the alignment of interests among economic entities directed towards achieving a societal goal, namely, enhancing the overall level of welfare for all members of society through effective project management and ensuring sustainable development of the economic system based on inclusivity (in the context of equal access to opportunities).

The identification of the economic interests of individual entities is a necessary step in seeking mechanisms for harmonizing relationships among market participants.

Only the reduction of the level of uncertainty and inequality in access to opportunities, particularly financial ones, in the context of rational distribution of national wealth, is a condition for improving the national investment climate. This is particularly important for managing small and medium-sized business projects, as the number of jobs concentrated in small and medium enterprises amounted to 5.6 million individuals in 2021, or 77.3 % of all hired employees in enterprises and individual entrepreneurs (Table 4.1).

Table 4.1 Dynamics and structure of the number of employed workers in enterprises and individual entrepreneurs in Ukraine from 2010 to 2022, thousand people, %

Year	Large business entities		Medium business entities		Small business entities		Total	
	thousand people	%	thousand people	%	thousand people	%	thousand people	%
2010	2,400.3	27.1	3,412.5	38.6	3,033.0	34.3	8,845.8	100.0
2015	1,708.6	26.5	2,630.9	40.9	2,098.1	32.6	6,437.6	100.0
2020	1,574.6	21.7	3,121.4	43.0	2,558.4	35.3	7,254.4	100.0
2021	1,648.7	22.7	2,998.2	41.4	2,601.9	35.9	7,248.8	100.0
2022	1,369.9	22.9	2,608.6	43.6	2,006.0	33.5	5,984.5	100.0

Source: [27]

As demonstrated in Table 4.1, there is a significant number of private entrepreneurs in Ukraine. The increase in their quantity and the quality of produced goods (services) should become a state project in the turbulent realities of Ukraine. The state of the fiscal system and, correspondingly, the accumulation of the revenue part of the budget is dependent on the number of entrepreneurs. Medium enterprises form the focus of most countries worldwide, and in Ukraine, this process is just beginning. A well-known scheme for forming a business environment exists: from individual entrepreneurs (IEs) through the establishment of limited liability companies and up to corporations. Such a scheme should be a project for the Ukrainian environment, where it is essential not to hinder entrepreneurs in forming businesses and to create conditions for the effective development of small and medium enterprises. This represents the prospect of macro-projects for the formation of a business environment in Ukraine.

As of the results for 2022, the number of employed workers in small and medium enterprises has decreased to 4.6 million people, or 77.1 % of the total number of

employed workers. It is well-known that the development of small and medium enterprises contributes to the formation of the middle class, the establishment of civil society and the rule of law, the reduction of social inequality, and the provision of social stability, leading to the achievement of societal goals through the overall improvement of quality of life. The main advantage of such entrepreneurship is its relative flexibility in diversifying business, mobility, and the possibility of relocation (especially relevant in conditions of martial law).

A study conducted in December 2023 – January 2024 within the framework of the UNDP project "Support for Ukraine" indicates the following. If prior to the introduction of martial law, 22.3 % of businesses assessed their financial and economic condition as satisfactory or poor, by the end of 2023, such enterprises numbered 78.1 %. One third of small and medium enterprises in Ukraine continued to operate during martial law. 6 % were forced to cease operations for more than one year [28].

The primary focus should be on the rebalancing of the Ukrainian economy, which involves aligning expectations, desires, and expenditures (material, financial, and time) to achieve a level of socio-economic development comparable to that of Central Europe, within the capabilities of Ukrainian management. The adopted management decisions, sometimes populist, particularly in the context of martial law, "in-flate" expectations in society, the desire for entrepreneurial rewards in the business environment, and the extent of unreasonable expenditures from budgets at all levels. This situation does not correspond to the actual management capabilities of the current state of the economy. Consequently, we face a disoriented society, unpredictability in the investment climate for business entities, and an increase in the external state debt of Ukraine, ultimately leading to a decline in the overall level of well-being for all members of society without exception. There is no single victim. Everyone suffers: civil society, businesses, the reputation of the authorities, and the image of the country as a whole. The management of existing projects is rendered ineffective.

Creating a favorable investment climate, which is a prerequisite for effective project management, regardless of time and space, is the function of government officials. Article 42 of the Constitution of Ukraine stipulates the obligation of the state to ensure the protection of competition in entrepreneurial activities. This includes, in particular, oversight of the state support system that leads to fair competition.

The mechanisms of state aid are crucial for protecting the interests of national economic entities and consequently for the effectiveness of project management. Forecasted, long-term state aid enables: the protection and development of competition, the enhancement of transparency and efficiency in the management of state and local resources; increasing Ukraine's investment attractiveness, which, in turn,

positively impacts the business environment, job creation, and improves macroeconomic indicators; and streamlining the procedure for economic entities to receive compensation for losses incurred due to emergencies, including military actions.

It is worth listing the government projects already proposed in 2023 that are intended to improve Ukraine's investment climate. Thus, the Cabinet of Ministers of Ukraine has adopted five resolutions, primarily developed by the Antimonopoly Committee of Ukraine, namely:

- Resolution No. 52 "On Approving the Criteria for Assessing State Aid to Economic Entities for the Support of Culture and Preservation of Cultural Heritage", dated January 20, 2023;

- Resolution No. 348 "On Approving the Criteria for Assessing the Admissibility of State Aid to Economic Entities for Regional Development and for Supporting Small and Medium Enterprises", dated April 18, 2023;

- Resolution No. 704 "On Approving the Criteria for Assessing the Admissibility of State Aid to Economic Entities for Providing Services for the Creation and/or Selection, Organisation and Dissemination of Mass Information, which are Services of General Economic Interest", dated July 11, 2023;

- Resolution No. 1087 "On Approving the Criteria for Assessing the Admissibility of State Aid to Economic Entities for Local Infrastructure", dated October 13, 2023;

- Resolution No. 1175 "On Approving the Criteria for Assessing the Admissibility of State Aid to Economic Entities for Recreational Infrastructure", dated November 10, 2023.

Only a consistent long-term economic policy can create the necessary conditions for establishing a competitive investment climate in Ukraine. In the context of financial constraints (due to the increase in external state debt burden), there arises a need for new instruments for attracting funds. Therefore, one tool for addressing long-term challenges is the interaction between state representatives and private business based on contractual public-private partnership principles.

Public-private partnership (PPP) is not a new collaboration tool globally, but it is a managerial innovation for the Ukrainian business environment. Such a partnership, as stated by S. Svirko, T. Vasyuk, O. Shevchuk and I. Suprunova [29], promotes increased efficiency and effectiveness in the use of state and communal property, thereby improving overall governance.

The development pace of the specified partnership in Ukraine, in terms of quantity, investment volume, deal structure, economic activity, and geographical location, significantly differs from global standards.

As of January 1, 2020, according to data from central and local authorities, over 192 contracts have been registered, of which 52 contracts are active (concessions – 34,

joint activities – 16, others – 2); meanwhile, more than 135 contracts are not being executed (including 4 that have expired, and 18 that have been terminated). During the period from 2018 to 2021, over 60 % of the concluded agreements under public-private partnerships (PPP) are not being fulfilled. As of January 1, 2022, only 16 % of PPP agreements are being executed, 22 % have been terminated, and over 62 % are not being fulfilled.

Thus, considering that the interest of the public sector in PPP is effective management of existing production capacities (mainly buildings, structures, and land), rational management of state property, increasing the production volume of goods (fundamental macroeconomic indicators), as well as improving the quality of public services. The interest of private businesses lies in obtaining and increasing entrepreneurial profit, along with improving the investment climate. Therefore, the overall objective of managing projects related to public-private partnerships should be to align interests to ensure long-term cooperation between the state and the private sector (primarily small and medium-sized enterprises) by combining efforts and resources to enhance the overall welfare and move towards harmonious territorial development.

Summarizing the aforesaid within the context of projects in the national economy of Ukraine, it is important to note that only a consistent, long-term socio-economic policy by the authorities is more significant than populist management tools under conditions of turbulence. Although each national economy possesses its own geo-economic and geopolitical characteristics, there are common patterns nonetheless. Therefore, within the Ukrainian economy, project management within small and medium-sized enterprises is of utmost priority, which currently accounts for 77.1 % of hired workers. A projected and transparent long-term state aid system is a prerequisite for improving the investment climate. An effective tool for enhancing the overall well-being of business entities in Ukraine is the management of public-private partnership projects. This ultimately strengthens the subjectivity of Ukrainian businesses on the global stage and enables them to succeed in the global competition for the attractiveness of the investment climate.

4.3 Cluster formation projects within the national economy of Ukraine

The global experience of countries with developed market economies highlights the increasing role of clustering in worldwide, national, and regional cooperation processes, which facilitate the formation of unique and sustainable competitive advantages for participants in these processes. Significant attention is given by

scholars to the processes of cluster creation and development: encompassing historical, organizational, institutional, and cooperative processes and tools for self-development, as well as the justification of various approaches in forming instruments of state economic policy, including the management of the development of cluster associations of small and medium-sized enterprises around leading large companies, ultimately leading to the enhancement of the competitive potential of industries and, consequently, the creation of new jobs. Clusters should be viewed as projects that can be initiated from the bottom up by entrepreneurs, as well as from the top down by the state.

In Ukraine, there are approximately 50 cluster initiatives and clusters in operation, 22 of which are on the European Cluster Collaboration Platform (ECCP). Furthermore, in recent years, there has been a significant increase in activity at the regional level. However, the organizational and economic support for the creation and development of clustering in the state is weakly organized at the national level and tends to grow spontaneously; there is no unified organization representing clusters in Ukraine, and it is necessary to activate the state's efforts regarding the organization of cluster formations as management projects.

In exploring various global experiences with clustering, it can be stated that, in our opinion, the noted trajectory of development is similar to the evolutionary processes of cluster development in Italy. Clustering in Italy is developing in the form of industrial districts based on Italian-type industrial agglomerations. In this context, small and medium-sized manufacturing enterprises typically concentrate within industrial areas and form inter-company networks. The cluster policy of the Italian Government is aimed at developing local production systems and industrial districts through the establishment of special centers and intermediary structures designed to enhance the technological level and innovative capabilities of small and medium-sized businesses, as well as to serve as a project initiated by the state at the micro-level.

For instance, according to Antonio Russo, the added value of the Italian cluster "ASP" lies in its integrated system of methods. Another Italian cluster, "Vega", lacks entities focused on supporting isolated companies in development, as well as those specifically responsible for interaction between research centers and end-users. In managing these processes, many issues remain for self-organization and improvisation. However, the experience of the "Vega" cluster clearly demonstrates that the dialogue and interaction between these structures is not a spontaneously occurring structure; it is a specific project.

Also, for instance, V. Yemtsev [30] draws attention to the fact that a cluster can be regarded as a model of coordination of joint activities based on direct equal relationships among industrial enterprises and organizations concentrated in a compact area.

Thus, the primary criterion for forming further comparative analysis is the tools and methods of self-organization within the cluster as an economic system. It is essential to clarify that a significant number of scientific works are dedicated to the study of the nature of self-organization and the assessment of the synergy effect in the process of clustering economic systems. Generally, in subject-specific studies, the explanation of the effectiveness of self-organization is achieved through the analysis of synergy, as it is this effect that provides the formation of competitive advantages in this developmental process of the economy.

For example, the synergistic effect in a project is attained through the accumulation of resources and the expansion of production scales, optimizing inter-industry connections. As a result of cluster formation, the expectation is to obtain greater profits within the association compared to the outcomes of the independent functioning of the integrating enterprises. Overall, the synergistic effect implies achieving the structuredness of the economic system through effective project management and is the result of the integration of subsystems, while the positive effect is described by the formula $2+2=5$.

In our opinion, the conclusions drawn from the methodological research conducted by E. Karapetyan and A. Kvasovskiy [28] are particularly relevant and significant to this topic. They note that the modern concept of clustering has absorbed the achievements of numerous theoretical approaches, simultaneously serving as an "umbrella" model that creates a system of coordinates. Today, it no longer allows for a simplistic spatial interpretation of relationships based solely on the geographical proximity of counterparties. It requires a clear distinction between the general and specific characteristics of local project relationships that emerge in various socio-economic contexts, as well as different variants of establishing such relationships.

Therefore, to form relevant scientific and practical approaches to creating economic tools for the organizational and economic support of the establishment and development of clustering in Ukraine, the experience of Italy is optimal due to the presence of evolutionary processes of self-organization.

In Italian, the category "production clusters" is referred to as *distretti industriali*, which translates literally into Ukrainian as industrial districts. A. Ricciardi offers the following definition of an industrial district: it is a typical organizational model of the Italian economy, characterized as a territorial space with a high concentration of small and medium-sized industrial enterprises specialized in production. These enterprises are generally marked by a high interdependence in their production cycles and are highly integrated within their social and economic location, where they are received. A cluster is an integrated project within the activities of specific economic territories.

Industrial districts are distinct from industrial territories, which are defined as areas where enterprises are not interconnected. Industrial districts represent an organizational model typical of the Italian economy, which is studied worldwide and sought to be replicated. As of 2021, Italy had 156 districts (12.5 million residents, 22.2 % of the population), the majority of which are located in Central Italy and the North-East.

215 million enterprises in the districts and approximately 2 million people employed contribute 27.2 % of GDP and 37.2 % of annual exports. The Italian district system is based on activities that produce products Made in Italy, in sectors such as textile and sewing (28.8 %), traditional machine engineering (24.4 %), furniture (20.5 %), and footwear (12.8 %). These sectors are represented in 135 districts, which also include household appliances, machinery, packaging, and food production.

Most Italian districts originated and expanded during the economic miracle of the 1950s and 1960s. During the growth slowdown in the 1970s and 1980s, industrial districts became centers of development. In the 1990s, districts began to spread in the southern regions of the country.

Enterprises have a certain degree of autonomy in strategy formation, focusing on specific management functions, and the level of enterprise stability. Historical clusters, also known as "districts", differ from free economic zones. Clusters are districts formed by small and medium-sized enterprises. For Italy, the core of the clusters is the family business, which has been supported at the state level. Small businesses found it easier to survive by forming synergistic associations – "districts". These are entrepreneurial alliances that developed business based on the amalgamation of small enterprises.

China, which aimed to create a clustered economy, established free (special) economic zones (SEZs) as territorial centers formed "from above". For Ukraine, clustering is also a relevant phenomenon, in which the creation of clusters "from above" needs to be supported. However, the experience of forming SEZs for our state has been unsuccessful.

The initiative to create clusters originates from the activities of businesses that come together. The territory becomes filled with purpose due to the activation of enterprises within the same industry. In the special economic zone (SEZ), the activities of enterprises are autonomous, but their regulation is entirely subordinate to state policy. However, such state policy may address incentives for the consolidation of businesses "from below". This is akin to the unification of apartment building owners: it is possible to come together and have prospects, but it is also possible to choose not to unite and "live" separately. In any case, the formation of business alliances may be enshrined in state legislation and can contribute to the establishment of industrial clusters.

Table 4.2 Data for cluster analysis of innovation activity in Ukraine

Region	Number of organizations conducting R&D, units, 2018	Number of postgraduates, people, 2018	Internal current expenses for R&D execution, thousand UAH, 2018	Number of innovation-active industrial enterprises, units, 2018	Expenditure on innovations, thousand UAH, 2018
Ukraine	950	22829	16009286.2	777	12180072.5
Vinnitsia	21	568	48908.2	25	365936.9
Volyn	9	242	18434.7	14	85399.8
Dnipropetrovsk	56	1224	1910195.5	71	688062.3
Donetsk	17	266	16126.9	23	725635.8
Zhytomyr	9	208	30151.4	19	123865.0
Zakarpattia	8	517	71323.8	12	20206.2
Zaporizhzhia	26	828	1215306.3	36	4213621.7
Ivano-Frankivsk	14	437	41174.9	28	146153.0
Kyiv	30	378	377097.3	54	663665.1
Kirovohrad	15	123	98291.1	26	163783.4
Luhansk	12	224	31784.3	5	16192.4
Lviv	72	1881	409597.7	44	416914.5
Mykolaiv	24	156	314413.9	14	251812.4
Odesa	46	1529	292290.9	25	225145.3
Poltava	20	513	77713.7	30	105563.0
Rivne	11	261	18278.3	8	5795.2
Sumy	14	696	165518.5	25	559934.1
Ternopil	12	440	29842.2	20	137125.6
Kharkiv	141	3018	3002469.1	119	1270123.9
Kherson	19	331	80229.7	14	50245.4
Khmelnyskyi	8	412	20502.7	11	14638.8
Cherkasy	20	326	94292.2	29	115291.8
Chernivtsi	18	207	86501.2	9	54811.6
Chernihiv	14	516	47750.4	15	108108.2
Kyiv City	314	7828	7511051.3	101	1652641.1

Certainly, the cluster analysis (Tables 4.2, 4.3) conducted by the authors exhibits somewhat different characteristics but delineates the grouping of regions in Ukraine based on their innovativeness. Specifically, eight clusters were identified, comprising between eight and one region. For instance, the second, fifth, and eighth clusters are formed by Zaporizhzhia, Kyiv City, and Kyiv region, while the seventh

cluster includes Vinnytsia, Zhytomyr, Ivano-Frankivsk, Kirovohrad, Poltava, Ternopil, Cherkasy, and Chernihiv regions. These groupings of regions demonstrate that clusters are being formed that unite areas with similar innovative characteristics, and there is potential for the formation of clusters as project solutions arising from state policy, particularly in conditions of turbulence.

Table 4.3 KNN (K Nearest Neighbors) method

Region	Cluster
Vinnytsia	7
Volyn	4
Dnipropetrovsk	3
Donetsk	1
Zhytomyr	7
Zakarpattia	4
Zaporizhzhia	2
Ivano-Frankivsk	7
Kyiv	8
Kirovohrad	7
Luhansk	4
Lviv	6
Mykolaiv	6
Odesa	6
Poltava	7
Rivne	4
Sumy	1
Ternopil	7
Kharkiv	3
Kherson	4
Khmelnitskyi	4
Cherkasy	7
Chernivtsi	4
Chernihiv	7
Kyiv City	5

The clustering of national economies is based on the synergistic effect and network amplification, whereby the combination of enterprises occurs rationally and is driven by the current needs of these business hubs to unite "from the bottom up" (Fig. 4.1).

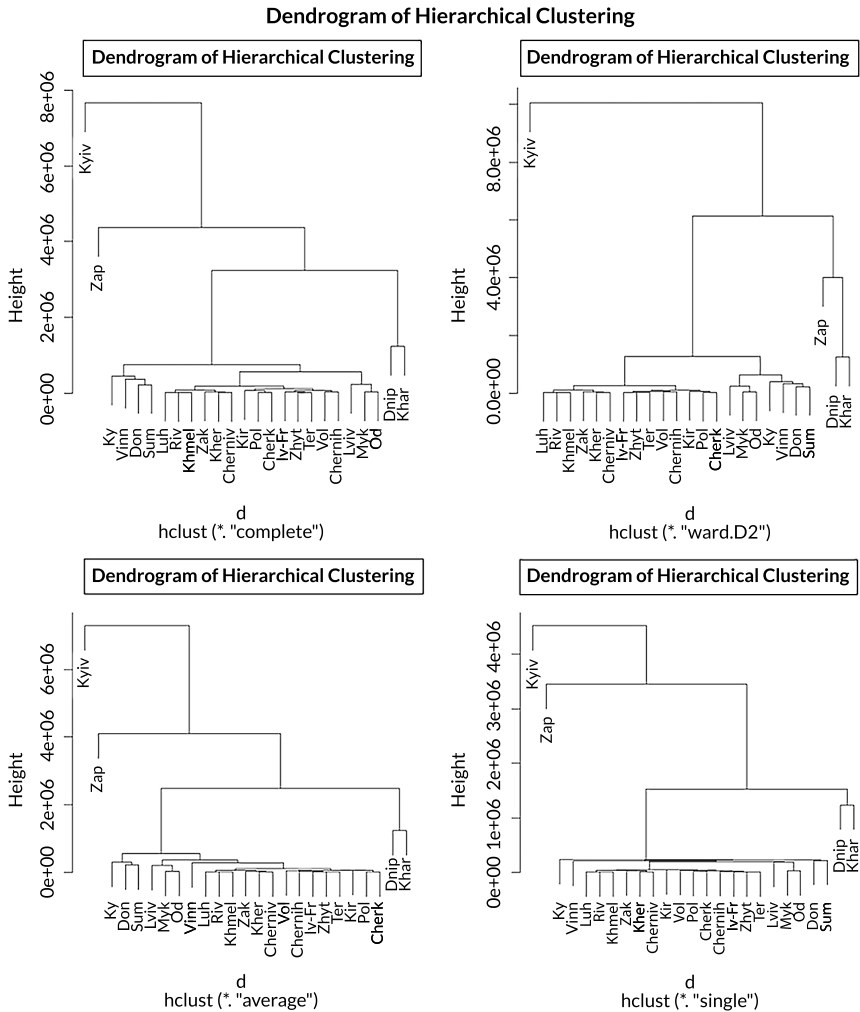


Fig. 4.1 Hierarchical clustering (4 dendrogram variants)

The methodology for researching clustering is quite complex and requires a comprehensive approach. Such research involves distinguishing the analysis of IEs (individual entrepreneurs), which, through a specific macro-project, form associations - clusters that are governed by state authorities. Furthermore,

the methodology for such research should include an analysis of the territory and its potential, culminating in a cluster analysis of the territories of a specific country (regions, areas, etc.).

4.4 Management projects in the macroeconomics of Ukraine amidst turbulence

The shock of financial, economic, and military crises has significantly shifted society from populist priorities to a readiness for economic reforms. However, as society becomes prepared for reforms, it grows increasingly critical of the appropriateness and justification of these reforms. Therefore, to restore public trust in the strategic policies of the state, the effects of reforms must be sufficiently tangible and relatively swift. This should be achieved through a strategic project-based approach to the development and implementation of modernization strategies.

The significance of national project planning increases in the post-crisis period when there is an objective need for a targeted concentration of societal resources on the key objectives of the modernization strategy, prompting the search for adequate contemporary tools for such concentration. Management projects in macroeconomics, when an effective model of their organization is implemented, can satisfy this need.

The project management method, which has gained considerable traction in contemporary corporate management practices, acquires several specific characteristics when elevated to the level of national project planning. In public administration, the coherence of hierarchical structures is incomparably higher, the scale of project implementation is broader, and the degree of interaction among the various structural elements of the public administration system is clearly regulated by normative legal acts. Furthermore, management functions and tasks are typically associated with achieving certain hard-to-measure societal effects, as well as being based on the necessity to balance the political and economic interests of different societal groups. Consequently, within the framework of project management in public administration, modified interpretations of the general principles of project planning typically emerge. These are limited to three primary interpretations of management projects at the macroeconomic level:

- 1. Management project as a strategic reform programme.** A management project serves as a strategic reform programme within a specific area. The criteria for positioning such a project are, firstly, the strategic importance of the national tasks set, and secondly, a high level of political control over the implementation of the project.

This type of project design is typical for countries undergoing a certain systemic transformation and establishing new political and economic state structures. Within this framework, a management project, particularly an anti-crisis project, aims to unite the nation under a fundamental idea (goal) based on the values inherent to the nation.

2. Management project as an intersectoral component of a state programme.

A management project functions as an intersectoral component of a state programme aimed at achieving nationwide goals, ensuring necessary intersectoral coordination. This approach is characteristic of relatively mature states with developed socio-economic systems. The central authority employs the project format to implement "general" and "socially significant" tasks that require the concentration of financial and managerial efforts on strategic directions. In this regard, the boundaries of the management project integrate the efforts of central and regional authorities, the leadership of various departments and sectors, thus facilitating a partnership between the state and business.

3. Management project as an investment project. A management project acts as an investment project that combines the efforts of the state, business, and civil society to achieve priority goals and objectives. This vision most fully reflects the classical notion of business project management, which is why the process of national project management is often undertaken not by specific state bodies but by state investment enterprises. In this case, contrary to previous visions, the role of project selection criteria in the activities of such state enterprises rapidly increases, as their operations can have direct political consequences for the state management system overall. The failure of a particular "small" project may directly affect certain social groups within the population, highlighting the flaws in the systemic planning of the country's development.

Under current conditions of global economic instability, driven by both internal and external factors, Ukraine's macroeconomics faces a number of challenges that require effective management and strategic planning. Economic turbulence, particularly due to military conflicts, economic sanctions, the COVID-19 pandemic, and other global factors, presents the state with the task of adapting and implementing innovative management projects capable of stabilizing the economy and ensuring its sustainable development. The turbulent environment can be described as a combination of factors characterized by unpredictable changes that significantly impact the activities of organizations and Ukraine's macroeconomy as a whole.

The main factors of the turbulent environment that have the most significant impact on management projects include:

1. Political instability and military actions. The armed conflict in eastern Ukraine and the full-scale invasion by Russia create constant pressure on the economy.

Defense expenditures, infrastructure destruction, and population migration negatively affect economic development and require the application of new approaches in public management.

2. Inflation and financial instability. Due to military actions, rising energy resource prices, and decreased foreign investments, the inflation rate has significantly increased. This necessitates new management decisions from financial institutions and the National Bank of Ukraine to stabilize the exchange rate and control inflationary processes.

3. Changes in the structure of international trade. The constantly changing conditions of international trade, caused by export and import restrictions due to sanctions and reduced demand for certain types of goods, require the state to actively manage macroeconomic processes to ensure export diversification and support for national producers.

Ukraine currently serves as a classic example of a turbulent environment due to the ongoing war and accompanying economic challenges. Infrastructure reconstruction projects are being executed amidst resource shortages, continuous hostilities, and economic instability. Management teams must respond swiftly to changes in the situation, and the risks involved are of a strategic nature.

Strategies for adapting to a turbulent environment should be based on:

- **implementing agile methodologies.** The use of Agile or Lean approaches allows project teams to quickly adapt to changes by breaking the project into short iterations, each with clear objectives. This enables the reassessment of priorities and the making of adjustments without compromising the overall success of the project;
- **diversification of resources.** To mitigate the risks associated with resource instability, it is essential to develop diversification strategies. This may include engaging alternative suppliers, securing various funding sources, or forming teams comprised of employees from different regions;
- **scenario planning.** To manage risks in an unpredictable environment, it is beneficial to implement scenario planning. This allows for the anticipation of multiple potential scenarios and the development of action plans for each;
- **continuous learning and team development.** A turbulent environment demands high adaptability from project teams, which can only be achieved through ongoing learning and development. Project managers should encourage their teams to acquire new skills and enhance qualifications, enabling them to respond more swiftly to changes.

Management projects in the macroeconomics of Ukraine should focus on mitigating the impact of turbulent factors and ensuring the resilience of the economy. Key strategic directions are outlined in **Table 4.4**.

Table 4.4 Strategic directions for management projects in Ukraine

Direction	Action
Fiscal reforms and cost optimization	In order to overcome economic difficulties, the government is implementing fiscal reforms aimed at reducing the budget deficit and optimizing state expenditures. Focus is placed on directing funds to support sectors that contribute to economic development in wartime, such as defense, energy, and infrastructure
Banking system reform	To stabilize the financial sector and control inflationary processes, the National Bank of Ukraine continues to reform the banking system by tightening requirements for bank liquidity and capital. This enhances the reliability of financial institutions and the stability of the hryvnia in the domestic market
Infrastructure investment	In light of the destruction of infrastructure due to military actions, the Ukrainian government is focusing on the restoration and development of transport, energy, and social infrastructure. Investment projects in this area are a key factor in stabilizing the economy and creating new jobs
Support for small and medium-sized enterprises	Small businesses are the backbone of the national economy, and support for this sector through government loan and subsidy programmes is becoming crucial for ensuring economic stability. Additionally, digitalization programmes are being implemented to enable businesses to adapt to new conditions
Energy independence and environmental transformation	The development of renewable energy sources and the reduction of dependence on energy resource imports are priority tasks. The state is working on expanding domestic energy production, which contributes to economic security and creates a foundation for environmentally sustainable development

Management projects aimed at developing strategic directions for state policy or organizational activities become particularly effective when implemented with consideration of international experience and the involvement of partners from other countries. This approach not only facilitates the exchange of knowledge and best practices but also integrates global standards and innovations.

The project management approach enables a clear structuring of processes, allocation of necessary resources, and achievement of set objectives within specified timeframes. Management projects require meticulous planning, the identification of key performance indicators (KPIs), risk management, and result monitoring. In the context of international cooperation, this approach gains particular significance as it necessitates the alignment of various standards, laws, and regulations, as well as ensuring intercultural communication.

In Ukraine, one vivid example of international collaboration is the implementation of infrastructure projects involving international investors, such as the European Investment Bank or the World Bank. This pertains, in particular, to the modernization of transport infrastructure, road construction, and the development of energy capacities.

Management projects in Ukraine's macroeconomics encompass a wide range of initiatives aimed at supporting economic stability, restoring damaged infrastructure, and developing key sectors of the economy amid martial law and post-war reconstruction (Table 4.5).

Table 4.5 Management projects in the macroeconomics of Ukraine

Project	Content
Large construction	A large-scale infrastructure initiative launched in 2020 aimed at modernizing Ukraine's road and social infrastructure. The project involves the construction and reconstruction of roads, bridges, hospitals, schools, and other facilities. Special emphasis is placed on restoring infrastructure after the destruction caused by war
Affordable loans 5–7–9 %	Providing access to financing for small and medium-sized enterprises, stimulating entrepreneurial activity, and preventing bankruptcies
Digitalization of the economy and public services "Diia"	Ukraine is actively implementing digital solutions in macroeconomics, particularly in the context of military actions. The "Diia" platform has become a key tool for delivering government services to citizens and businesses. This project allows for the minimization of bureaucracy, enhancing the transparency of economic processes, and ensuring rapid responses to changes in the environment
Energy Independence Programme "Energy Efficiency"	This initiative aims to reduce Ukraine's energy dependence on imported energy resources, especially in light of the destruction of energy infrastructure. The programme includes measures for modernizing electricity networks, promoting the use of renewable energy sources, and improving energy efficiency in the housing and utilities sector

4.5 Conclusions

The implementation of project management at the macro level should be based on a comprehensive and centralized approach (utilizing elements of the institutional approach), having a legal foundation enshrined in state development strategies and the formulation of standards and methodological documents. These should incorporate systematized theoretical and practical knowledge of project management for effective execution of projects, project programmes, and portfolios within the public sector. They must delineate the procedures for managing projects, project programmes, and portfolios, according to which the planned schedules, volumes, and budgets will be realized. The standard should include a monitoring and control mechanism to ensure the rational utilization of public resources and the positive development of society, clarifying how the processes of project, programme, and portfolio management relate to existing methodologies of strategic planning. The standard is grounded in the PMI PMBOK project management approaches.

It is always challenging to minimize losses, but it is crucial to address the causes of unpredictability and turbulence. Therefore, developers and potential managers of national projects within the Ukrainian economy should leverage existing government initiatives regarding state support; explore global best practices in managing public-private partnership projects; and, importantly, reassess the subjectivity of the Ukrainian business environment towards robust development of small and medium enterprises through self-investment.

The creation of small and medium-sized businesses in Ukraine is a macro-environmental project. Thus, employed individuals become entrepreneurs and work "for themselves". At the state level, it is necessary to create conditions for self-regulation of business, when the business environment forms barriers to entry into the industry for potential competitors. These barriers are the result of a symbiosis of business and state policy, this is a state project that must be implemented.

The conditions for the formation of clusters in Italy have been studied, where small, medium, and micro enterprises joined forces to collectively address pressing needs. Clustered enterprises differ from non-clustered ones mainly in that the latter do not engage in unifying alliances, making their survival more challenging.

The evolution of cluster development in Italy has been tracked, where state-level support for local cluster initiatives is now in place. The Italian government proposes to support cluster businesses at the level of small and medium enterprise structures.

Cluster analysis has shown that the prospects for uniting the regions of Ukraine based on innovation criteria are rather conditional. There are regions that combine several areas, and there are clusters with a mono-forming region. There are differences in such clusters, but business clusters still require further investigation. It is necessary to create conditions in Ukraine for the real unification of entrepreneurs (IEs) to enhance the efficiency of their activities. This should be overseen by a corresponding national project. It must be a macro-project, as its effectiveness is greater than that of creating special (free) economic zones, which are established from above and are not always effective.

Ukraine's experience demonstrates that to form territorial districts as an association of enterprises within a single industry, it is necessary to identify the innovative capabilities of specific areas and establish clusters based on these.

Management projects in the macroeconomics of Ukraine play a key role in supporting economic stability and adapting to contemporary challenges. Infrastructure, investment, and digital projects ensure sustainable development, while support for small and medium businesses, energy efficiency, and the modernization of state institutions create a foundation for economic growth, despite challenging conditions.

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