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СЕМАНТИЧНИЙ АНАЛІЗ ПОНЯТТЯ «МЕХАНІЗМ ДЕРЖАВНОГО УПРАВЛІННЯ» В КОНТЕКСТІ СИСТЕМНОГО ПІДХОДУ

Актуальність. Удосконалення процесів державного управління неможливе без дослідження теоретичних засад цих процесів, без визначення відповідних категорій державного управління. Особливе місце серед них займає поняття «механізм державного управління». Без розкриття його сутності неможливо вирішити проблему підвищення ефективності механізмів державного управління і відповідно ефективності усієї системи державного управління.

Мета та завдання. Провести семантичний аналіз існуючих визначень поняття «механізм державного управління» в контексті системного підходу.

Результати. Наявність досконалих механізмів державного управління забезпечує цілеспрямоване, скоординоване та раціональне управління соціальними та економічними процесами в країні, належний рівень організаційно-управлінського впливу на розвиток усіх сфер життя держави, стійку підтримку дій органів державної влади з боку різних верств населення. Чимало дослідників при визначенні поняття «механізм державного управління» використовують категорію «система». Згідно цього уявлення система: має мету; є сукупністю взаємозв'язаних елементів; її елементи виступають як системи більш низького порядку; може бути представлена у різних аспектах та на різних рівнях; утворює особливу єдність із зовнішнім середовищем. В статті здійснено зіставлення формального уявлення поняття «система» з існуючими визначеннями поняття «механізм державного управління».

Сьогодні в літературі немає єдиної точки зору щодо визначення поняття «механізм державного управління». Одні автори визначають його як систему державних органів, організованих відповідно до визначених принципів для здійснення завдань державного управління, другі - як складову системи управління, що забезпечує здійснення впливу на фактори, від стану яких залежить результат діяльності управлінського об'єкта, треті – як демократичну державну організацію управлінського впливу на суспільні процеси, четверті – як спосіб організації та функціонування управління, що базується на висуненні обґрунтованих цілей, п'яті - як сукупність практичних заходів, засобів, важелів та стимулів, за допомогою яких органи державної влади впливають на будь-які суспільні відносини з метою досягнення поставлених цілей. Існують і інші точки зору. Така ситуація є результатом того, що дослідження поняття «механізм державного управління» здійснюється на основі різних методологічних засад, в різних галузях науки та з різними цілями дослідження. При цьому кожне з визначень збагачує розуміння цього явища, але при цьому жодне з них, навіть у сукупності, не надає вичерпної характеристики поняття «механізм державного управління».

Висновки. Ні одне з розглянутих в статті визначень поняття «механізм державного управління» не відповідає в повній мірі формальному визначенню поняття «система» В той же час, кожна складова формального уявлення поняття «система» присутня у тому чи іншому визначенні поняття «механізм державного управління».

Ключові слова: механізм державного управління, система, функціональний підхід, структурний підхід, функції, суб'єкти

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SEMANTICAL ANALYSIS OF THE CONCEPT OF «MECHANISM OF PUBLIC GOVERNANCE» IN THE CONTEXT OF THE SYSTEM APPROACH

Topicality. Improving the processes of public administration is impossible without studying the theoretical foundations of these processes, without defining the appropriate categories of public administration. A special place among them is occupied by the concept of the "mechanism of public administration". Without disclosing its essence, it is impossible to solve the problem of improving the efficiency of public administration mechanisms and, accordingly, the efficiency of the entire system of public administration.

Aim and tasks. Conduct a semantic analysis of existing definitions of "public administration mechanism" in the context of a systems approach.

Research results. The presence of perfect mechanisms of public administration provides purposeful, coordinated, and rational management of social and economic processes in the country, the appropriate level of organizational and managerial influence on the development of all spheres of life, sustainable support of public authorities by various segments of the population. Many researchers use the category "system" when defining the concept of the "mechanism of public administration". According to this view, the system: has a purpose; is a set of interconnected elements; its elements act as lower-order systems; can be represented in different aspects and at different levels; forms a special unity with the external environment. The article compares the formal representation of the concept of "system" with the existing definitions of the concept of "mechanism of public administration".

Today in the literature there is no single point of view on the definition of "mechanism of public administration". Some authors define it as a system of state bodies organized in accordance with certain principles for the implementation of public administration tasks, the second - as part of the management system that provides influence on the factors on which the result of the management object depends, the third - as a democratic state organization of managerial influence on social processes, fourth - as a way of organizing and functioning of management based on the establishment of reasonable goals, fifth - as a set of practical measures, tools, levers, and incentives by which public authorities influence any public relationships in order to achieve goals. There are other points of view. This situation is the result of the fact that the study of the concept of "mechanism of public administration" is carried out on the basis of different methodological principles, in different fields of science, and with different research objectives. In this case, each of the definitions enriches the understanding of this phenomenon, but none of them, even in combination, does not provide an exhaustive description of the concept of the "mechanism of public administration".

Conclusion. None of the definitions of the term "mechanism of public administration" considered in the article fully corresponds to the formal definition of the term "system". At the same time, each component of the formal representation of the term "system" is present in one or another definition of the "mechanism of public administration".

Key words: mechanism of public administration, system, functional approach, structural approach, functions, subjects

Problem statement and its connection with important scientific and practical tasks. Improving the processes of public administration is impossible without studying the theoretical foundations of these processes, without defining the appropriate categories of public administration. A special place in this context is occupied by the concept of the "mechanism of public administration". Without disclosing its essence, it is impossible to solve the problem of improving the efficiency of public administration mechanisms and, accordingly, the efficiency of the entire system of public administration.

Analysis of recent publications on the problem. Conceptual framework of public administration mechanisms are covered in the works of leading domestic and foreign scientists in the field of public

administration: V. Averyanov, G. Astapova, G. Atamanchuk, V. Bakumenko, I. Buleeva, Y. Dreval, V. Ivanova, V. Knyazev, O. Komyakov, M. Koretsky, O. Korotych, O. Kravchenko, A. Kulman, R. Larina, V. Malinovsky, O. Mashkov, N. Moiseyev, N. Nyzhnyk, G. Odintsova, L. Prykhodchenko, R. Rudnitskaya, Y. Tikhomirova, O. Fedorchak, L. Yuzkova and others.

Allocation of previously unsolved parts of the general problem. Despite a significant amount of research on the concept of "mechanism of public administration", it is still controversial and has different interpretations. Today in the literature there is no single point of view on the definition of this concept.

Formulation of research objectives (problem statement). To conduct a semantic analysis of existing definitions of "public administration mechanism" in the context of a systems approach.

An outline of the main results and their justification. The presence of perfect mechanisms of public administration provides purposeful, coordinated, and rational management of social and economic processes in the country, the appropriate level of organizational and managerial influence on the development of all spheres of life, sustainable support of public authorities by various segments of the population. Many researchers use the category "system" when defining the concept of "mechanism of public administration" [19]

$$S = \langle A, Q, R, Z, SR \rangle,$$

where: S – system, A – elements, R – relations, Q – properties, Z – goal, SR – the interaction of the system with the external institutional environment.

According to this view, the system: has a purpose; is a set of interconnected elements; its elements act as lower-order systems; can be represented in different aspects and at different levels; forms a special unity with the external environment. Let us compare this formal representation of the concept of "system" with the existing definitions of the concept of the "mechanism of public administration".

Rudnitskaya R. considers the mechanism of public administration as an artificially created complex system, which is designed to achieve goals, which has a certain structure, set of legal norms, methods, tools, instruments of state influence on the object of government" [9, p. 4].

Amosov O. argues that the mechanism of public administration is a set of forms and methods of influence of territorial executive bodies and local governments on the reform and functioning of economic entities in all segments and sectors of the economy [10, p. 11].

According to A. Kuznetsov, the mechanism of public administration is a system, that is an internally organized set of elements that have a common nature and is formed on the basis of objective laws and social coincidences, with the aim of self-preservation or self-development of existing connections between individual social phenomena [11, p. 13].

Shamkhalov F. considers the mechanism of public administration as a system specifically created for the implementation of the main functions assigned to the state and enshrined in its Constitution and laws. This system includes a whole set of institutions and bodies that are closely linked [12, p. 272].

L. Prykhodchenko defines the mechanism of public administration as a multilevel unified system consisting of specific management mechanisms. In her view, this is due to the fact that each of the subjects of management at any level is a control system and in its internal composition is considered as a set of such components [13]:

- management process that characterizes it in the dynamics (development, adoption, and implementation of management decisions, or the implementation of all stages of the management cycle);
- management mechanism (principles, goals, functions, methods);
- a set of elements that characterize the control system in relative statics (personnel, information, structure, equipment, technology);
- mechanism of development (self-improvement) of the management system.

Since in practical management the above components cannot be so clearly distinguished due to their continuous mobility, constant interaction, L. Prykhodchenko considers it appropriate to conditionally divide them according to the specifics of the application by the following types:

- connectivity with the processes of development and decision-making;
- provision of their practical implementation (impact on the objects of management);
- intensification of subjects of management properties realization as the systems capable of self-development.

G. Atamanchuk considers the mechanism of public administration as a multifaceted phenomenon. First, as a complex system of state bodies organized in accordance with certain principles for the implementation of public administration tasks. Secondly, as a "tool" for the executive power of the state implementation. In addition, he defines the mechanism of formation and implementation of public management as a set and logical relationship of social elements, processes, and patterns through which the subject of public administration "captures" the needs, interests, and goals of society in governing influences, enshrines them in its management decisions and actions and practically implements them, taking into account the state power [15, p. 86].

Kruglov M. believes that public administration mechanism is a set of economic, motivational, organizational, and legal means of the purposeful influence of public administration and influence on their activities, ensuring the coordination of interests of public administration participants which interact [16].

Averyanov V.B. defines the mechanism of public administration as follows. It is a set of relevant state bodies organized in the system to fulfill the goals (tasks) of public administration in accordance with their legal status, and an array of legal norms governing the organizational principles and process of implementation functional purpose of these bodies [17]. The main components of the mechanism are: a set of government agencies; legal norms regulating the organizational structure of state bodies and the processes of its functioning and development

According to N.R. Nizhnyk and O.A. Mashkova the public management mechanism is an integral part of the management system, which provides influence on internal (when it comes to the mechanism of management of the organization) and external (when talking about the mechanism of interaction with other organizations) factors which the result of management depends on. A management mechanism is a category of management that includes management goals, elements of the object and their connections that are influenced, actions in the interests of achieving goals, methods of influence, material and financial resources of management, social and organizational potential. The real management mechanism is always specific, as it is aimed at achieving specific goals by influencing specific factors and this impact is carried out through the use of specific resources [18, p. 37].

The authors of the dictionary-handbook of public administration note that the public management mechanism – is a practical measure, means, levers, incentives through which public authorities influence society, production, any social system to achieve its goals. The scheme of the real public administration mechanism contains the purposes, decisions, influences, actions, results. They define the complexity of public administration mechanism as a system of political, economic, social, organizational, and legal means of the purposeful influence of public administration bodies [19, p. 116-117].

Malinovsky V.Ya. interprets the public management mechanism as a set of means of organizing management processes and the ways to influence the development of managed facilities using appropriate management methods aimed at achieving the public administration goals [20].

The authors of the book "Public Administration in Ukraine: Scientific, Legal, Personnel and Organizational Principles" believe that "the management mechanism is a component of the management system that provides influence on the factors that determine the outcome of the management object. In this case, the mechanism should reflect the stable interdependence and interaction between the elements of the managed system, to ensure the coordination of their interests" [21, p. 235–236].

Fedorchak O.V. believes that the public management mechanism is a complex system designed for the practical implementation of public management and achievement of goals, which has a certain structure, methods, levers, tools to influence the object of management with appropriate legal, regulatory, and information support [22].

Tikhomirov Yu.O. understands the social management mechanism as the way of organization and functioning of management, based on the establishment of reasonable goals, the creation, and development of a management system designed to ensure the achievement of goals during the management process. In a broad sense, the management mechanism is a process of coordinated influence of the subject of management on the phenomena of social reality that surround it. The mechanism of public management, in his opinion, is a democratic state organization of managerial influence on social processes [23, p. 20, 49, 71]. Tikhomirov Yu.O. believes that the management mechanism should fully reflect the interaction of different elements of management, which have signs of stable dependencies and causation. This allows us to consider the management mechanism as an effective (from the point of view of society) tool of cognition of reality and scientifically grounded influence on the processes that take place [24].

Vasilieva M.V. considers that the public management mechanism can be defined as a system of public management procedures that form a management decision or rules for its adoption and implementation. It is

a single system, which in turn consists of specific management mechanisms [25].

Lipentsev A.V. and Polyak O.V. believe that the mechanism of public management is an artificially created system of means of influence and interaction of subjects and objects of management [26].

Komyakov O.M. notes that the mechanism of state regulation should be considered as a set of organizational and economic methods and tools by which interrelated functions are performed to ensure continuous, effective action of the system (state) to improve the functioning of the economy [27].

According to M.Kh. Koretsky definition, state regulation of the economy mechanism – is a system of tools, levers, methods, and incentives by which the state regulates economic processes, ensures the implementation of socio-economic functions [28, p. 16].

Kravchenko summarizing the existing interpretation of the category "public management mechanism" gives the following definition. The public management mechanism is a set of forms, means, methods, legal, organizational, administrative, motivational, and other measures of the state aimed at ensuring the dynamic development of society [29].

Yuzkov L. was one of the first to propose two approaches to the definition of "mechanism" [30]:

-structural-organizational approach in which the mechanism is characterized as a set of certain components that create the organizational basis of certain phenomena, processes, and the mechanism of the state - as a "set of institutions" through which the "state management of society" is carried out:

- structural and functional, in which when determining the mechanism of a state and legal institution (process, phenomenon) attention is focused not only on the organizational basis of its construction but also on its dynamics, real functioning.

Yuzkov L.P. defines the public management mechanism as the organization of the practical implementation of public management (executive and administrative activities). According to him, management is a real organization of the direct implementation of management goals, which, "materializing" in the management mechanism, are embodied in the system of purposeful influence of management entities on management objects, and the management mechanism includes the following elements: objects of management; subjects of management; the interaction between subjects and objects of management. This approach, in his opinion, allows revealing the statics defined by the subjects and objects of management, which form the organizational and structural basis of the public management mechanism and the dynamics of the management mechanism (a complex of connections and interactions of subjects and objects of management) [30].

The statics of the mechanism of public administration is determined by the subjects and objects of management, which are the organizational and structural basis of the public management mechanism, and the dynamics – a set of functions and relationships between them.

Dreval Yu. referring to Prykhodchenko L. also draws attention to the structural-organizational and structural-functional approaches to the interpretation of the concept of "public management mechanism" [31]. He notes that, first, the main focus is on the set of components of the mechanism that create its organizational structure, and second – the emphasis is on the functional aspect of the mechanism. In this context, the separation of the mechanisms and their functioning proposed by O. Korotych is important [32]. Knorring W. notes: "Management is a process, and the management system is the mechanism that provides this process" [33]. According to O. Fedorchak, the concept of "mechanism" and the concept of "process" can not be compared, because the process – is just a sequence of actions, stages of transformation of something, and the mechanism – is a much broader concept that covers a variety of tools, levers, means, incentives for public management [22].

Dreval Yu. draws attention to the fact that the conscious restriction of mechanisms by methods or approaches actually removes the empirical component of the management process from the subject field of analysis, forcing researchers to use cumbersome constructions [31].

An interesting approach to the definition of the concept of "public management mechanism " was proposed by O. Radchenko, who used as a working hypothesis the assumption that the mechanism as such must be characterized by the following features [34]:

- is a product of organized activity;
- has a purpose or function;
- contains a sequence of actions, a certain type of movement;
- involves mostly unilateral influence with a clearly defined vector of influence;
- has a subject and an object;
- is characterized by a rigid relationship, the stability of the process, the rules of interaction;
- its operation is ideally aimed at automatism;

- its construction is structural and functional;
- has signs of an open or closed system.

The analysis conducted by O. Radchenko proved the correctness of the working hypothesis for all mechanisms – from the simplest such as a lift to the most complex mechanisms of public management. At the same time, he notes that the complexity of social processes acquired in the development of the institution of the state has led to certain additional characteristics of the public management mechanisms, among which he notes the following [34].

First, the mechanisms of public management have a regulatory dimension – it is through them that the state regulates public relations in a particular area. According to O. Radchenko, it was most capaciously defined by J. E. Stiglitz, who, revealing the mechanism of the decentralized market, endows it with the function of a regulator between the processes of production and consumption of material goods [35, p. 96].

Second, public management mechanisms have a value dimension. Since the main purpose of the state as a public institution is the realization of the interests of citizens, regulation of the production, and fair distribution of life resources (always scarce) – this leads to the formation of appropriate values of the state, individual government, other structural elements of public management mechanisms, assigned to certain functions of the state implementation.

Thus, the mechanism of public management is designed not only to regulate and ensure various spheres of public life but above all, to implement – as its own mission and purpose – a particular social value. Such a value can be:

- legality, which should defend and protect the mechanism of justice;
- freedom of speech, which should be provided by the state information and communication mechanism;
- welfare, which is the direction of the economic mechanism of the state;
- justice, which is the goal of social mechanisms of public administration, etc.

Third, the mechanisms of public administration have a problematic dimension – with their help the state solves a problem of social development. G. Odintsova emphasizes this: "it is a means of resolving contradictions of a phenomenon or process, consistent implementation of actions based on fundamental principles, goal orientation, functional activity using appropriate management methods and aimed at achieving a certain goal" [36].

Based on the above, O. Radchenko proposes an integral definition of the category "public management mechanism" in its broadest sense, based on certain characteristic (essential) features (both common to all types of mechanisms and specific to public management):

"... Mechanism of public management – is a systemic set of institutions, structures, consistent actions, forms, states, and processes in the state as a product of the organized human activity, which aims to realize the interests and needs of people and solve pressing socio-political problems through state influence and regulation of public life on the basis of established social values, norms, and rules; is a form of realization of state functions and has public administration bodies as a subject" [34].

None of the above definitions of the term "mechanism of public management" fully corresponds to the formal representation of the concept of "system". At the same time, each component of the formal representation of the concept of "system" is present in one or another definition of "mechanism of public management".

Conclusions and perspectives of further research. Today there is no single point of view on the definition of "mechanism of public management" in the literature. Some authors define it as a system of public bodies organized in accordance with certain principles for the implementation of public administration tasks, the second – as part of the management system that influences the factors on which the result depends on the performance of the management object, third – as a democratic state organization of managerial influence on social processes, fourth – as a way of organizing and functioning of management based on the establishment of reasonable goals, fifth – as a set of practical measures, tools, levers, and incentives by which public authorities influence any public relationships in order to achieve goals. There are other points of view. This situation is the result of the fact that the study of the concept of "public management mechanism" is carried out on the basis of different methodological principles, in different fields of science, and with different research objectives. In this case, each of the definitions enriches the understanding of this phenomenon, but none of them, even in combination, does not provide a comprehensive description of the concept of "public management mechanism".

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