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PUBLIC ADMINISTRATION MECHANISM AND LABOUR MARKET POTENTIALS OF THE HIGHER EDUCATIONAL ESTABLISHMENTS

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Abstract

According to the analysis of scientific approaches to the interpretation of the structure of the public administration mechanism, the author elaborated the viewpoint and the position regarding the main elements of the public sector and its advantages and disadvantages. Critical rethinking of the content of scientific concepts about the content structure of the public administration mechanism, with appropriate extrapolation of the results to the system of labor potential of the university, allowed building the overall structure of the mechanism of public administration by development of an appropriate object. The paper provides a synthesis of possible directions of influence on the system of public administration of labor potential of higher educational establishments.

Keywords: public administration, labor potential, higher education, public administrative mechanism

JEL classification: J58, I280, B41

Introduction

Recently, the issue of structuring the mechanisms of public administration is more often the subject of scientific research for many modern specialists. In our opinion, the high level of scientific attention to the content of the structures of various objects is due to not only theoretical significance of the public administration theory, but especially its practical focus on solving very specific problems of social development. Well-known American expert in the field of public sector economics, Joseph E. Stiglitz (2000), in his work „Economics of the public sector“ draws attention to the importance of structuring issues for most of the areas of state policy. According to the scientist, understanding of the structure of the object of research is a must in the organization of scientific research. In support of this fact, it should be noted that almost all of the areas conducted by Joseph E. Stiglitz's analysis precedes careful structuring of the object of scientific attention. For example, before the consideration of the question of state's participation in education's funding, scientist found its structure. The issue of structuring, as a way to know the contents of the subject of scientific research in the context of practical plane of its manifestation, reflected in the study of David L. Weimer and Aidan R. Vining (1992) „Policy analysis: concepts and practice“. It's rather interesting that both from a practical point of view and in the context of practical usage of scientific knowledge are based on the views of Michael Porter. Exploring issues of competitiveness of countries and regions, the scientist notes structuring factors of production as a source of competitive advantage. Among modern scholars, to the attention of scientific circles which included the various aspects of issues, structuring mechanisms of government, in a particular

context and positioning of complex multilevel content, should pay attention to Soininen (2013), who in his scientific work „Mechanisms of Change in Public Management Projects“ explores the mechanisms of change in the structure of public administration. According to the scientist, restructuring of public administration depends primarily on the system of public values and their content according to expectations of society. Noteworthy results of scientific research of David Špaček (2006), who is examining the reform of public administration, drew attention to the organizational structure of state power and its role in enhancing the efficiency of public administration mechanisms. B. Guy Peters (2003) in his work „The Changing Nature of Public Administration: From Easy Answers to Hard Questions“ insists on the possibility of resolving conflicts between traditional administration and New Public Management including within the power structure. Considering the foregoing, we can state that the study on structuring mechanisms of public administration is relevant and meaningful direction in the organization of scientific research.

Among the Russian scientists, whose scientific attention has focused on the mechanisms of governance, one should acknowledge the contribution of the founders of the Russian school of public administration as Andrievskiy („On governors, magistrates and provincial governors“ – 1864), Vasilchikov („On Government“ – 1870), Gradovsky („Beginnings of the Russian state law“ – 1875), Chicheryn „Course of State Science“ – 1894), Korkunkov („Russian state law“ – 1892), Tikhomirov („Monarchical state“ – 1905), Alexis („The beginning of the modern constitutional state and the Russian administrative system“ – 1905), Gribovsky („State organization and management in the Russian Empire“ – 1912), Bogdanov („Universal organizational science (Tectology)“ – 1912) and many others. Theoretical and methodological framework for the development of modern scientific views on issues of public administration mechanisms are laid within the scientific views of Plato (the concept of the ideal state), N. Machiavelli (technological aspects of public administration), B. Spinoza, T. Hobbes, J. Locke, S.L. Montesquieu, J.J. Rousseau (foundations of constitutionalism and the theory of separation of powers), A. Vivena (building management system state), L. von Stein (social legal control), M. Weber (state the nature and form of exercise of power), C. Wilson (management as a mechanism for implementation government), H. Simon (conditions of effective management), F.D. Roosevelt (principles and conditions for cooperation between state and economic structures) and other scientists.

Despite the sufficient level of attention from the scientific community to the theory and practice of the functioning mechanisms of state control, some issues of this complex multifaceted content and the level of display of the issues, remain open for research. The most interesting, based on their practical importance, are the questions, the content of which is related to the structural and public administrative mechanisms that use some features (specific) of public administration entities within solving the governmental issues. These aspects of manifestation of the outlined issues were chosen as the subject of scientific research.

Subject of research

Within this area of our scientific research we consider it appropriate to draw attention to the content of the category „structure“, because of its use for further research is not only inevitable, but also necessary. This is due to the fact that the issues of structure of public administrative mechanisms of universities' labor potential are considered by us as a basis to determine the competence of the public administration to influence the relevant objects of state administration and their personification. According to Kustovska (2005), structure is a set of parts or forms (elements) that are in interaction and specific manner are required for the implementation of certain functions. According to the scientist, the content of structure is

revealed through the manifestation of the relations between the elements of a whole object, so the basic concepts in analyzing the structure of the object appear to be category and content. In condition of certain abstraction we can determine what form is a structure of content. This definition, in our opinion is not perfect, because its interpretation endangers the identification of the structure and content categories of systems that could definitely affect the quality of further study. It should be noted that such identification is logically determined, because in the process of scientific inquiry the object of study, usually served as a system within which there are researched the connections and hierarchy between its elements (order of elements in space and time with the definition of sustainable relationships). In the context of defining the possibility of content identification of the categories of system and structure we agree with the scientific position Voronkova (2006), who drew attention to the fact that in the holistic (whole) understanding, structure is an equivalent to the system, understood as elements plus ties between them. Holistic definition of „structure“ is defined by such characteristics as integrity or unity. According to the research of Voronkova (2006), under an appropriate structure there should be understood invariant system which doesn't depend of the limits of excitation, that structure is a set of stable relations in an object, which provides playback under changing conditions. Typically, the structure must meet the following conditions as integrity, transformation and self-regulation. Self-regulation can be considered as a basis for the use of natural capacity for self-development facility, i.e. its properties to reproduce, for example in the context of the functioning of the government. According to Pullan (2000), structure is a „fundamental, tangible or intangible notion referring to the recognition, observation, nature, and permanence of patterns and relationships of entities. This notion may itself be an object, such as a built structure, or an attribute, such as the structure of society. From a child's verbal description of a snowflake, to the detailed scientific analysis of the properties of magnetic fields, the concept of structure is now often an essential foundation of nearly every mode of inquiry and discovery in science, philosophy, and art“. In its form, a „structure“ can be something arranged in a definite pattern of organization. The business dictionary definition of “structure” as a framework of identifiable elements (components, entities, factors, members, parts, steps, etc.) which gives form and stability, and resists stresses and strains. Structures have defined boundaries within which 1) each element is physically or functionally connected to the other elements, and 2) the elements themselves and their interrelationships are taken to be either fixed (permanent) or changing only occasionally or slowly.

Thus, within the structure of this publication in the structure of public administrative mechanism we understand its internal development, the formation of which is due to association of elements' relative positioning them (hierarchy, subordination of its elements), due not only to relations between them, but their connections with elements outside the limits of a certain structures. The basis of structuring tends to be the objectives, principles, functions and terms of clustering.

Main results

During the research on the social mechanism of formation and implementation of public administration, Atamanchuk (2010) reached the conclusion that its structure can be considered in the light of the totality of social elements, processes and patterns that are in a logical relationship between themselves and public administration entities used to „grip“ the needs, interests and goals of society in the administrative effects on the state. According to the scientist, the social structure of the polity should cover not only legal, functional and organizational patterns and procedures for the formation and implementation of public administration, and including social goals. In the most simplified form, the structure of social

mechanisms of public administration in the context Atamanchuk's views, may be submitted through a set of subjects and objects of management, purpose and content of management influence, and its forms.

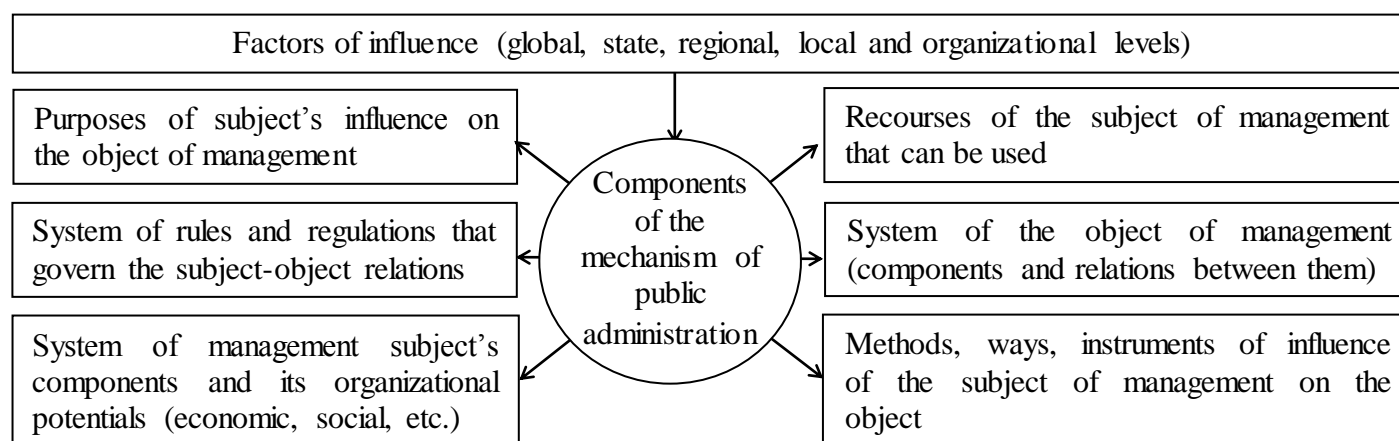
According to the Nyzhnyk (1998), the mechanism of public administration is a part of the control system which provides influence on factors that affect the state of the result of the management object. Factors of management for organizations can be internal (when it comes to the mechanism of management of the organization) or external (then talk about the mechanism of interaction with other organizations). Control mechanism includes: object's management purposes and their relations, which have an impact on those purposes, acting in order to achieve the objectives, methods of influence, material and financial resources of management and organizational capacity. The actual mechanism of always specific, as directed to achieve specific goals through exposure to specific factors and their effects through the use of specific.

In the basis of structuring the mechanism of public administration Cherlenyak (2009) puts the association within its borders of goals and objects of management, and conditions of implementation of management actions. Researcher identifies general and special group of mechanisms of state control. The group of general mechanism attributes includes a set of autonomously coordinated communications of structure, functions of structures of state power, function structures of society and economy in order to ensure the socio-economic reproduction and comprehensive development. Independent coordination provided by the system of constitutional and administrative law, autonomy of management systems and traditions of protecting human and citizen rights. The group of special mechanisms of state administration functions include links between specific public body or agency functions and structures of the economy and society, ie coordinated legal system and terms of the political and socio-economic development of interaction between the processes of decision-making and management processes and their implementation and evaluation; financial, economic, investment, legal, motivational mechanisms of state control. In the approach shown above, the questions of relationships, coordination and conditions of managerial decisions gained outstanding significance.

Taking note of the contents of the above definitions we can work out a simplified governance structure of the mechanism (Diagram 1).

The Summary of figure 1 is not perfect, but the proposed by us visualization of systems of managerial mechanism takes into account the scientific position of the majority of contemporary researchers. For example during the research on the structure of the mechanism of public administration, Prikhodchenko (2009) singled out a „targeted, legal, organizational, economic and informational component, which reflects the totality of all essential aspects of public administration: the functions (organizational), compliance focus (target and regulations and legal), providing efficiency (economic), opportunities and functioning (informative)“. Such a research position of the scientist quite clearly correlated with the proposed structural elements of our management mechanism.

According to Alembayeva (2009), structure of public administration is formed by the unity of management (public service, information, etc.) and socio-political (principles, functions, methods, forms and management style) components that provide impact on public management system. This view is useful for understanding the structure of the mechanisms of governance, especially in the context of addressing researchers' attention on social and psychological aspects, although their content, at least within a specific publication, Alembayeva is not evolving its content. However, we can not accept the scientist's research position in full, for the purposes of the system issues that remain outside the above interpretation.

Diagram 1: Main components of the mechanism of public administration

Source: Own results

The opinions of Rudnytska and Sidorchuk (2005) are quite informative, concerning the violations perspective that consider the structure of public administration isolated following its basic elements: methods (organizational, economic, psychological, special), leverage (economic, financial, legal) instruments (technology program), policy (economic, social, financial, cultural, industrial), legal (law in Parliament, presidential decrees, Cabinet of Ministers, orders of ministries and agencies, entities statutes), regulations (manuals, standards, norms, standards, guidelines) and information (reports, entities, disposable examination, Internet, media, statistical compilations) software.

In the context of the affected subject, particularly within our chosen subject of scientific research, the views of Moroz (2013) deserve attention, who takes the structure of public administration as labor potential of the state as a set of public institutions, primary social institutions, organizational structure (structure within which the labor potential is sold by its carriers), the means of production and labor resources, labor conditions convert opportunities into real work, carriers of labor opportunities (person, group, society). Interestingly, V.M. Moroz, within the affected subject, emphasizes the importance of institutional environment in its unity with the objectives, principles, methods, forms of management process.

The most meaningful, according to the chosen subject of scientific inquiry, is the structure of public administration of the University, visualization of which was proposed by Shevchenko (2010). According to the academic structure of the mechanism of public administration of a university consists of the following elements: methods (direct, indirect); instruments (economic, financial, legal); tools (technology, software); legal support (Laws Parliament; Presidential Decrees, Cabinet of Ministers, orders of ministries and departments, the statutes of legal persons); regulatory support (instructions, regulations, norms, standards, guidelines); Information Security (reports, entities, disposable examination, the Internet, media, statistical compilations); financial and economic support (strategic development plans, current financial planning, budgeting, financing institutions, financial control, target use of funds). Quite surprisingly, Shevchenko, within the proposed structure of the mechanism of public administration of a university, pays no attention to the importance of the purpose and does not specify the subjects and objects of state administration, and therefore excludes these components as elements to the relevant structures. In addition, the structure proposed by Shevchenko largely duplicates the examined by us earlier structure of public administration, which was the study conducted by Rudnitska.

A different point of view as for the mechanism structure of public administration is considered by Klymets (2005), which focuses exclusively on the levers of government

(economic, executive-legal, social, administrative-legal instruments). This view is not without some flaws, because the mechanism of public administration is seen by the researcher only through the prism of individual instruments and the purpose of their use, while the question of personification of governance does not find its reflection within the respective paradigm.

According to research of Dzyundzyuka et al. (2011), the mechanism structure of public administration must allow to identify the content of the process, to determine the role of all participants, give the opportunity to provide an analysis of the operation and status of all elements, and promote working on proposals for their improvement. Scientists proposed scheme structure the polity given in Table 1.

Table 1: Generalized scheme of the mechanism structure of public administration

| Elements of the mechanism | Members of relations | | | | | |
|------------------------------------|---|----------------------------------|-----------------------------|-------------------|---------------------------|--------------------------|
| | Central government institutions | Regional government institutions | Local governing authorities | Sectoral agencies | Customers of the services | Interested organizations |
| Goals | | | | | | |
| Principles | Observed in the statute documents | | | | | |
| Functions | Observed in the statute documents | | | | actual | |
| Methods of influencing the process | The legal, organizational, economic, social and psychological | | | Giving services | Using of services | Direct participation |
| Technological and technical means | Means of communication (computers, etc.) | | | | | |
| Information | Ascending, descending | | | | | |

Source: Dzyundzyuk et al. (2011)

In our opinion, the content of structure pattern of public administration proposed by Dzyundzyuk et al. (2011) is not perfect, because it ignores the impact factors (situational and systemic) on the functioning of the mechanism as a whole and its constituent elements. However, scientists proposed an approach, in contrast to the above, taking into account the principles of development of the mechanism at its structural element. This point is very important and significant for the further development we structure the polity development of labor potential of universities.

Dreval (2009) has interesting points of view as for the structure of the public administration, who developed his own study towards understanding the essence of public administrative mechanisms within the systems approach. According to the scientist, the mechanisms of public administration must be considered in tandem with the public administration in general, because these categories are in close relationship. It is this relationship that makes possible the knowledge through its components, that governance mechanisms can be considered because of its structural elements. However, using the tools of this approach should be understood that the scientific and practical knowledge about the content, such as methods of public administration, will not formulate a holistic understanding of the mechanisms of state control, though of course and bring awareness to the contents of the individual elements.

Considering the above presented approaches to the content model structure of the public administration and in the context of general theory of systems, we can assume that the effect on one element of the system, or changing element of the system under the conditions of self-

development, can provide (specify) change the whole system. Therefore, to understand the possibilities and directions of state-administrative influence on the system of labor potential of the university, we consider it appropriate to study the structure of the mechanism within which to distinguish not only the components but also the links between them. The structure of the mechanism of public administration by the labor potential of higher educational establishment is presented in Diagram 2 and Diagram 3.

Conclusions

Considering the foregoing, we can formulate the following conclusions: *Firstly*, the structure of the mechanism of public administration by labor potential of a higher educational institution in a form of the way its built has no fundamental differences from the so-called typical structure of the public administration. However, the content structure of the mechanism of public administration by labor potential of higher educational institutions has its own characteristics, the manifestation of which is associated with the specific object of certain elements of state-managerial influence. For example, scientific-pedagogical staff and the teaching staff, as carriers of labor opportunities, on the one hand, can be considered in the context of the efforts of state and society on the formation and development of their qualitative characteristics, on the other hand, these quality characteristics are the product of direct work of the individual for personal development.

Thus, in the context of the definition of property rights to employment opportunities of a specific object, we have questions about the participation of all actors of the process of formation and development of labor potential of universities to create the final product - the quantitative and qualitative characteristics of labor potential. In addition, the specificity of the manifestation of the object of public administration by labor potential of higher educational establishments is a manifestation of the contradictions in the plane of the principles of university autonomy and focus of public and managerial impact. Within these contradictions there is a possible manifestation of the imbalance between the directions of self-development of the elements of a university's labor potential and directions of development of the corresponding institution programmed by the state.

Secondly, the proposed by us system of labor potential of a university, which is within the structure of the mechanism of public administration, allows to precise areas of possible government influence as well as the very structure of the mechanism and directly in the system of employment opportunities because of a change in the structural elements, which inevitably leads to changes in the system as a whole. The question is to determine the most sensitive to changes subjects of public administration, as applying the same forces by the state different elements of the system of labor potential of the universities, may provide fundamentally different results. For example, the impact of public administration on the means of production as a mean of implementing labor potential to the universities (software, equipment, research laboratories and production (training) workshops, etc.) can not be equated to the state's influence on the development of the teaching staff and scientific-pedagogical staff, because these areas of public administrative influence have fundamentally different potentials in the context of time and meaningful reflection of the object changes to public administration. It is clear that the state ensures the priority to development of production, but without the simultaneous improvement of human resource development in the institutions, we cannot achieve the expected result, since the availability of modern equipment and software without highly qualified specialists, the level of training which can effectively use it, does not guarantee the development of labor potential of the universities.

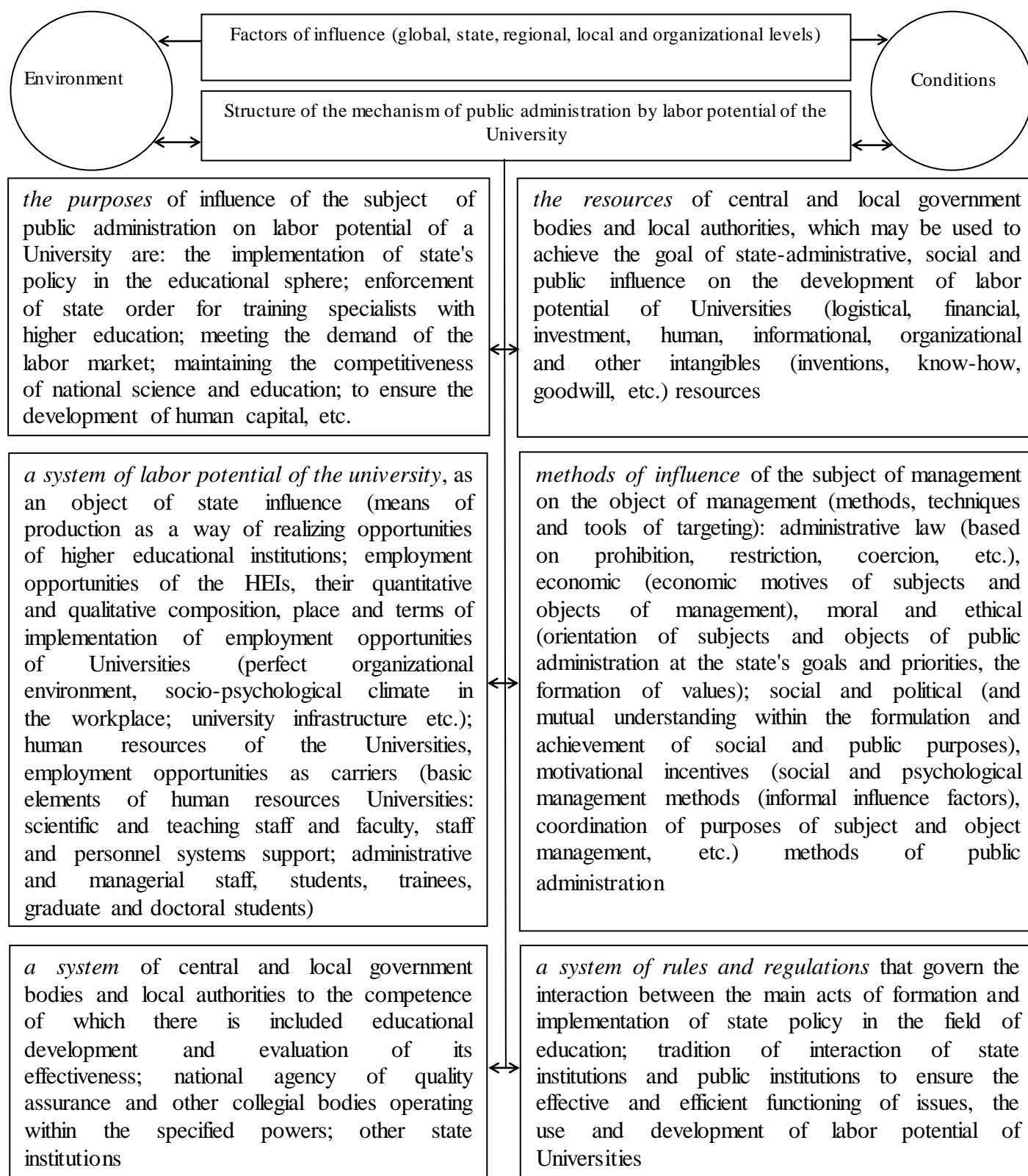
Diagram 2: General structure of the mechanism of public administration by labor potential of the University

Diagram 3: Main (general) principles of the built, functioning and development of the mechanism

Source: Own results

Thirdly, our proposed structure of the mechanism of public administration by labor potential of a university allows not to only clarify the content and direction of state's influence on the corresponding object of public administration, but also personalize most of the public administration, and to identify the purpose of their operation and resource support to achieve it. It is understood that the use of various mechanisms of public administration by the subjects of management, according to a specific purpose, can occur in the following areas:

- defining the goal of the state's influence over the formation, use and development of labor potential of the universities. We believe this goal should not only be determined at the state level, but also coordinated with directions and self-development of public institutions;
- assessment of the content and volume of state resources that can be used to achieve the goal of public-administrative impact on the labor potential of the universities. In the context of this area we should pay attention to the resources that could be involved through cooperation with non-governmental institutions, such as within public-private partnerships;
- improvement of the system and structure of central and local government bodies, the competence of which includes effects on labor potential of universities. Note the importance of interaction between the relevant institutions of public administration and institutions of society, which by nature of its existence is related to the issues of development of higher education;
- justification of the content, feasibility, scope and varieties of combinations of using each of the methods of public administration formation (administrative and legal, economic, ethical, socio-political, motivational and stimulating, social or psychological methods of public administration), use and development of labor potential of the universities have a direct impact on efficiency and effectiveness of the public administration system on labor opportunities for universities;
- clarification of the structure of the labor potential of the university, in order to determine the direct objects of public-administrative influence on the system of labor opportunities for universities. This trend, despite the purely theoretical sense, has great practical significance, because the clarification of the subject areas of concentration of efforts of public administration in the planning and implementation of state-administrative impacts is a prerequisite for good governance;
- development of rules and norms which regulate the formation and use of labor potential of universities. The proposed state rules and regulations should provide a comprehensive system of self-development of universities' labor opportunities, because the principle of coherence of public administration entities will take into account not only the areas of self-development of labor potential in university system, but also take into account factors that affect the dynamics of the processes.

Fourthly, we identified the patterns within the public administration's general principles of its restructuring and development, to focus not only on the organization of interaction (of relations) between the major structural elements of the mechanism, but also to examine the prospects of improvement of their content, both in the context of structuring and considering the functional load on individual subsystems.

In addition, one should pay attention to the impact of factors (environment and conditions), which although are not major structural elements of the public administration's formation, use and development of labor potential of universities, but play an essential role in the functioning of the mechanism as well as in its content.

Considering the foregoing, one can proclaim that the state's influence on the formation, use and development of labor potential of universities can be done in the context of the content of any of the above structural elements of the public administration, and therefore each of them deserves special attention of researchers.

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