

AREA OF SOCIAL SERVICES AND GOVERNANCE OF THIS: BASIC THEORETICAL CONCEPTS

Relevance of the topic. Modern civilized person should have an appropriate level of income, education and professional potentials, adequate living conditions, cultural development, social rights and guarantees. In social policy of democratic state always necessarily present orientation on growth level and quality of life of the population, which includes: the creation, maintenance and development of systems of collective livelihood of the population, certain areas of residence, creating conditions for the expansion of social abilities of people, contention of their needs in social mobility, self-fulfillment.

Ukraine's strategic course to build a social state provides priority to achieve social goals, focus on human values that define an acquiring of new quality of communities life. So today the main task of social policy in Ukraine is raising living standards and improving quality of life.

Analysis of recent researches and publications. These problems are extremely important for Ukraine in the context of development of democratic, social, economic modernization, competitiveness in the global arena of the state. Various aspects, problematic moments and conflicts formation and implementation of social policy in Ukraine, its individual components, including social security, social services, the regulation of social and labor relations and employment during the post-Soviet period domestic science was the subject of research in the works of such scientists as E. Libanova, E. Paly, A. Grinenko, P. Shevchuk, V. Novikov, B. Nadtochiy, T. Kir'yan, S. Vejera, A. Silenko, V. Yatsenko, K. Bondarchuk, T. Kozhan and others.

However, it lacks of general ideas about the management of the social sphere as a sphere of social services. In particular, in works devoted to the public administration of the social sphere revealed mostly questions of philosophy of social control as management of social development (L. Ilchuk) universals and state constructive activities as such and specific sectoral management (S. Kivalov), while on the remaining issues for attention remain the issues of development of social infrastructure, principles of social services to the population a mixed economy.

The purpose of the study is to determine the basic principles (goals, objectives, principles, guidelines, efficiency criteria, etc.) in governance social sphere as a sphere of social services in conditions of mixed economy, etc.

The statement of the main materials of research. In the modern era is observed steady increase in the role of human, social factors in the different areas of productive activity of society. This process leads to an increase in social value social sector, that

represents the "field", in which is the formation, development and functional outturn of human as a social being, participant of the processes of social reproduction, the formation of the social relations and processes. The social sphere by the words of H. I. Osadcha as if "permeates" and thereby really integrates into a unified system of relations all strictly functional sphere of society (economic, political, cultural, etc.) [5, p. 9].

Specifically, social sphere is a social system which carries out task of providing life and human activity, social wellbeing, population life quality, situated outside the material production. For descriptive: this is the whole life support system, "ranging from maternity and ending the culture of burial" [6, p. 627].

Talking about life support of system it is expedient followed by Professor M.I. Volgin and his colleagues by the fundamental Russian tutorial "Social Policy" distinguish three vital needs of the individual, the degree of satisfaction which directly indicates the quality of life and favorable social environment for vital activity, hence, and the tasks that they must solve social complex: a) requirements related to life support (including housing needs); b) the needs that predetermine identity formation (needs in regards to comfort, benefits both in the material and in cultural terms); c) the need that "allow to reproduce a human as a creative person" [6, p. 628].

To implement the tasks associated with satisfaction of these needs it also requires developed, extensive sphere of social services with its organizational and economic expression in the form of social infrastructure with separation of relevant industries. The notion of "social service" in the Soviet literature currently is missing; close to it by the meaning of the notion of "social services" is used in different meanings in scientific sources and normative acts from the sphere of social policy.

In the course of this article will focus on the idea that social services is a product of the current social infrastructure in society, becoming to the population as their consumer as vital benefits typical to civilized society.

Therefore may be offer the following definition: social services - a special kind of services that contribute to satisfaction of vital human needs, his life support, promote his life and socio-cultural development. The main feature of social services is their vital character: they first predetermine survival and support of a certain state of vital activity (health, social security, housing services); in the further - the formation and development of the individual physical, cultural and spiritual sphere (education, culture and arts, physical culture and sports).

In terms of a social welfare state there should be constitutionally enshrined social rights of each citizen to obtain public services and, moreover, within the public sector one should get it for free, with reduced rate service or providing services for popular (non-marketable) price. This right is ensured by the following governmental powers: constitutional provisions and legislative acts, public standards and guarantees, social programs, public sector, public services and state regulation of

commercial activities in the social sector, in general should be provided an active, committed and enough financed social policy.

The availability of public services, social benefits that forms favorable environment for social groups and communities' life is an indicator of a civilized way of living. Public services are not only the key factor to social development; they could provide the "external effect" having economic, cultural, demographic and socio-political value. In particular, the economic value of public services lies in their influence on the reproduction of labor, labor potential of society and also on the existence of social labor sphere (employment); the point of demographic importance is to facilitate quantitative and qualitative reproduction of the population and families like its main element.

It stands to reason that the Russian scholar G. Osadcha determines the function of social reproduction like the main function of the social sphere [5, p. 10]. To render this function public services must match the following criteria: they must be accessible, qualitative, comprehensive and adaptive to the dynamic growth of social needs.

In turn, the sectoral approach towards the social sphere gives an idea of its construction which includes: the social services, social infrastructure, as organizational and economic mechanism of production and delivery of a particular type of service directly to recipients.

The social infrastructure should be imagined as a set of enterprises, structures and institutions which in a particular area provide the necessary material and cultural living conditions to people and therefore, according to G. Osadcha: "Create the conditions to solve the whole complex of problems (vital and social activity) with the purpose of people and society renovation." [4, p. 105] The effectiveness parameters of it functioning should be considered the following: the number of organizations and institutions, their physical infrastructure, including the number of passive objects (resource potential), the number of provided services and the number of served customers, territorial population and etc.

In general, the system of indicators forms while evaluation the efficiency of social infrastructure and it includes the objective, subjective, normative, optimal and minimal rates and it allows to estimate the boundaries, accessibility and quality of public services. All the indicators can be divided into three groups: objective indicator of development; their concordance toward accepted standards and norms; subjective estimates of the people who are consumers of the social services. There should be considered the following urgent problems of infrastructure set of public services:

- The territorial location of social infrastructure objects, including the approaches of physical accessibility of facilities for visitors, the coverage of the residence area with the infrastructure that provides a basic set of social services, correlation of different ownership forms, etc.;

- Identifying the proportions between the free and paid services approaches for calculating the tariffs of paid services;
- Funding and maintenance of social infrastructure;
- Programming of social systems development.

Social sphere and social infrastructure is a component of government social policy. One of the best definitions of "the social policy" notion, given by M.I. Volgin who represents it as "the government activity in the social sphere, which has specific goals correlated with particular historical events, confirmed with the help of organizational and promotional approaches, financial resources and designed for a specific social outcomes" [6, p. 25].

Basing on the position of well-known law expert S. Kivalov the general point of governmental administration in the social sphere can be represented by the following:

- Legal security, regulation of living processes which take place in the social sphere through the acceptance of governmental acts and decisions of public authorities;
- Establishment of national and local authorities with appropriate jurisdiction and powers;
- Conduct organizational and other measures to improve the structure and efficiency of public administration;
- Review of major issues at the central authorities' level, specify the primary policy in the social sphere, development and implementation of the social programs;
- Implementation of financial, material and technical support of work in the social sphere;
- Create a network of social institutions that pass to the people needs in social services [1].

According to the Ukrainian author L. Ilchuk, general criteria of the efficiency of state administration, which also can be attributed to the management of the social sphere, the social sphere should be considered:

- Legality of decisions and actions of the corresponding administrative structures and staff, because the abidance of the legal or other norms established by Government is simple precondition management efficiency;
- Reality of the management efficiency impact to the status and development of the management objects, as any management decisions and actions does not have sense unless they are directed to objects of management and, as a result, will not ensure their real functioning and development;
- Depth of the incorporation and expression in managerial decisions and actions of radical and complex needs, interests and goals of people;
- the nature and extent linkages with work collectives, a wide range of people, democracy of the activities, which at any expenses always increases its justification and effectiveness;

- Credibility of decisions and actions of management structures and employees (staff)
- Truthfulness and expediency of management information that is necessary for society governance structures and employees [3].

To identify basic principles of managing social sphere as a sphere of social services that in charge of the welfare and improvement of the quality of life and civilization of the population, it can be represented as follows:

1. The main goal is ensuring of social welfare and growth according to the growth of rational human needs

2. Strategic goals: support of living standards at the level of optimal standards of life support and reproduction , improving the quality of life in terms of socio-cultural extension of human capabilities, stimulating growth of the relevant needs.

3. General principles- guidelines: the presence of state social guarantees at the level of proclaimed rights, optimal social standards that specify the obligations of the state in the social sphere, ensuring availability of basic set of the social services (in terms of territorial accessibility, and in material terms) for all categories of population with simultaneous granting of preferential treatment to certain groups that require state social support, regulation and establishing certain limits market principles and private sector in the social sphere in terms of preventing its excessive commercialization, losing its major social functions, the development of areas of social services, social infrastructure on the basis of program and target management according to the dynamic growth of the progressive demands of the society.

4. Objective is the creation of conditions for the population reproduction and civilized way of his life, saving his health; fortification of the family, caring for the younger generation, land improvement policies, improving the level of education, culture and level of working ability, promoting civilized recreation, physical and spiritual development the members of society.

In modern conditions in the production plan, the sphere of social services, its infrastructure is a model of a mixed economy. By the definition of the Russian experts A.M Babich and E.V. Egorov, mixed economy - is a type of economic mechanism that combines market and plan early, private and public ownership by the means of production, capitalized and socialized sectors. Therefore, these authors quite fair emphasize that the basis of a mixed economy based on the principle of optimal combination of economic efficiency and social justice [2, p. 11]. It also should be the main criterion for evaluating its social functioning, as well as governance by such system.

In Western countries with the market economy and strong social policy formation of a mixed economy of public sector services held during the II half of XX century under increasing requirements for reproduction of the labor force and the general process of social democratization of the postwar era. In scientific circles and in public opinion increasingly developed the notion that the market fails not only

work on the principle of social justice, but also has a purely economic constraints. Experts noted the low interest of private sector in the production of typical public set of services the fundamental failure and unwillingness to make social investments strategic [7, p. 7, 43-44]. That is why the government assumed the role of the main guarantor of increasing public consumption and the main social investor, thereby fulfilling their social purpose as well as acting as a powerful factor in economic growth.

The modern model of a mixed economy in the sphere of social services is a two-story structure [2, p. 13]:

1. Non-market sector of institutions of the state, municipal ownership, and NGOs. Its task: to implement a basic set of public services in the scope and quality, according to government social guarantees, provide relevant constitutional social rights thus forming socially acceptable standard level / quality of life.

2. Market sector of private producers. Its tasks: expanding the range and quality of services regulated by more than guaranteed public sector basic set of services, providing citizens with high incomes possibility of freedom of the choice.

By definition of L. Sudas and M. Jurasova, a governmental regulation of social sphere is a system of legislative, executive and supervisory measures of direct and indirect character concerning the activity of economic entities and market business cycles [8, p. 53]. Making its social policy in mixed economy conditions of public services, a welfare state finds its effective proportions, balance between different structures, preventing both full nationalization and excessive commercialization of public services. In relation to private business the state regulates pricing (tariffs), encourages private producers to do social programs, protect consumer rights and provides support for privileged categories of people in terms of availability of services in the private sector (e.g. veterans). The main question is the amount of public services (benefits) guaranteed by the state and, therefore, limits for market-commercial principles in the social sphere.

As L.I. Ilchuk states, in tough market conditions separate business units and business structures cannot fully be engaged in controlling the social sphere of the state. This very important function is assigned to be performed by the authorities. It is the state, which by its regulating role has to compensate and fix flaws that initially are inherited by market forces, and to establish 'rules of the game' [3]. Therefore, according to A.M. Babich and E.V. Egorov, in socially developed countries 'the predominant is a non-market sector or regulated market with a powerful social insurance system and guarantees for all or for the majority of citizens. Free market in this case is optional, fulfilling differentiated demands of citizens over state guarantees...'. Even in one of the most developed countries with market economy, such as the United States, according to these authors, 90% of children attend public schools, 80% of students – state universities, and the government has a share of 40% in health care costs [2, p. 39, 33].

Now let's imagine the consequences of total privatization of social sphere and transforming it into commercial. As the author of this article sees it, in the structure of this society there will not exist any controlled branches of social sphere that produce and distribute social services: instead, a sphere of individual commercial services, that business produce, functions on market principles, i.e., a market of social services and benefits forms.

An entrepreneur as the main subject of this market, working on the grounds of commercial expediency (especially due to the weakness or absence of social and state control) does not distinguish between, for example, education and hairdressing services, health insurance and private car insurance, etc. Thus, the sole criterion of receiving a service is not a social human need, but rather its ability to pay as a customer. Here the clientage, service centers, competition, infrastructure act as systemic institutions, which together form a market of services, relevant legislation, tax state control, etc. According to the criteria of quality, service and other economic parameters individualized services in the social services market will have high standards - laws of market competition will work such as the struggle for the buyer, high requirements and solvency of clientage.

Therefore, the sphere of public services based solely on the business basis, on the principle of orientation towards the financial client will be deprived of the main thing – sociality. Service sector as the market will not favor unification but rather separation of people, not solidarity, but social competition, social Darwinism.

It should be noted in this connection that for Ukraine with its cultural matrix this living arrangement is unacceptable, especially from the civil point of view, not even speaking about the social, moral and even economic devastating effects.

Conclusions. Summarizing the material of this article it should be emphasized that it is the strategic management of the social sphere as a sphere of public services, based on the certain system of goals, objectives, principles and structural components, resolve major social problems of society development.

Instead, an underestimation of this type of public administration is particularly dangerous under economic reforms, modernization of production, because the formation of significant factors of economic growth in the post-industrial era happens exactly in the social sphere – the human capital as the systematic knowledge, qualification, enlightenment, health, general and professional culture, aggregate demand and usage of variety of goods and services of various kinds.

The priority of government social sphere management in Ukraine means searching the practical ways for a higher level of demographic and social security of the population, health improvement and life expectancy increase, housing problem solving, further development of education and culture. The curtailing of social programs, reducing the level of guarantees and the amount of public services for citizens by the state and public institutions is unacceptable. Population of Ukraine

cannot be satisfied with a 'social minimum' and should hope for a safe and civilized life.

Therefore, an effective management of the social sphere, except for a purely humanitarian component, should create conditions for social welfare of the society, for the working man to build and effectively use the labor potential.

Thus, a deliberate social policy in public service sphere has a great value as a stimulant of economic growth and prosperity of the society. This is one of the key factors of progressive social and economic development of Ukraine in the long-term perspective.

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