

СОЦІАЛЬНА ЕКОНОМІКА



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EU SOCIAL POLICY: EXPERIENCE FOR UKRAINE

Abstract

Introduction. In this article an analysis of social policy processes regulation in transitional economies on the case of EU is investigated, and, based on research, make recommendations for improvement of the macroeconomic situation in Ukraine. Basic principles, directions, progress and model of social defense trends are analyzed in EU. Priorities of social politics of Ukraine are considered and certainly, that adaptation of social politics of Ukraine to the standards of EU consists in reformation of the systems of insurance, labour, health protection, pension system, pension reform, politics of employment protection. Characterized features of the basic models of social policy and the system of social protection of the population of the EU. Directions of adaptation of European models of social protection of the population to the economy of Ukraine are investigated. The ways of achieving a balance between the volume of social functions of the state and the level of their financial support are outlined.

Methods. The theoretical and methodological base of scientific research made of national and foreign scholars on the analysis of social policy, official statistical data of the State Statistics Committee of Ukraine, reports the NBU and European Central Bank. To ensure the authenticity and validity of the research results to the goal, the following methods have been used: induction and deduction – during theoretical generalizations and conclusions; analogy method – when comparing foreign experience of social policy; economics and statistics as methods of macroeconomic policy of Ukraine analyzing; retrospective analysis, which determines social policy; methods of system analysis and synthesis.

Results. Further research should relate to the construction of an own social policy model. In the process of its implementation it is necessary to use the experience of foreign countries.

Discussion. The results of this study can be used by public authorities, such as the Ministry of Finance, the state statistical agencies.

Keywords: social policy, budget and fiscal policy, social activities, European social models, European social fund.

Introduction.

The process of creating an effective system of social protection in Ukraine depends on many factors. One of them is to use the experience of foreign countries in which this system works for a long time and has positive results. Significant interest is the system of social protection, which is formed within the framework of the European Union, in view of Ukraine's aspirations to enter the EU. The multiplicity of policies for social protection and regional development, the combination of supranational, national and regional aspects is a topical issue in the agenda of many European programs and forums. European standards in the field of social protection, standards for social security must be taken into account when

adopting new legislative acts in Ukraine in the field of social protection. The EU's adapted EU legislation in the Ukrainian social security legislation does not work because of the non-compliance with the adapted requirements of the EU legislation to the real socio-economic conditions of Ukraine.

Analysis of recent research and publications.

Various aspects of social policy are the subject of scientific research by N. Bolotin, E. Libanova, O.Paly, S. Sidenko, B. Dicon, M. Halsa, P.Stabsa, K. Uno, D. Kopits. The search for ways to optimize social policy and the system of social protection of the population as its component in the conditions of the instability of socio-economic systems in a globalized world is relevant.

Purpose.

The purpose of the article is to analyze the main directions and existing models of the social policy of the EU with the possibility of its adaptation in the sphere of social protection of modern Ukraine.

Methodology.

The methodological basis of the theoretical and methodological base of scientific research made of national and foreign scholars on the analysis of social policy, official statistical data of the State Statistics Committee of Ukraine, reports the NBU and European Central Bank. To assess the situation of the social policy in Ukraine and EU used the following methods: To ensure the authenticity and validity of the research results to the goal, the following methods have been used: induction and deduction – during theoretical generalizations and conclusions; analogy method – when comparing foreign experience of social policy; economics and statistics as methods of macroeconomic policy of Ukraine analyzing; retrospective analysis, which determines social policy; methods of system analysis and synthesis.

Results.

The financial instrument for the implementation of the EU regional policy is the Structural Funds – the European Regional Development Fund, the Cohesion Fund and the European Social Fund.

The European Social Fund (the EU's main financial instrument for employment) is the oldest of the structural funds, established in 1958 under the Treaty of Rome. The Foundation supports measures aimed at reducing unemployment and human resources development, guides assistance through strategic long-term programs that contribute to the improvement and modernization of the workforce in the EU.

The European Social Fund is the main financial tool in Europe to support workplaces, whose work aims to help people get better jobs and provide jobs for all EU citizens. He works by investing in the human capital of Europe – his employees. The European Social Fund funds 10 billion euros a year to improve the prospects of employment for millions of Europeans, particularly those who find it hard to get jobs. The European Social Fund plays an important role in achieving the goals in Europe and in mitigating the effects of the economic crisis, especially the increase in unemployment and poverty.

The EU seeks to create more productive jobs and a socially just society. These goals form the basis of the European Union's socio-economic development strategy for the period up to 2020 adopted by the European Council in 2010 – “Europe 2020” to ensure sustainable and comprehensive growth in the EU.

The objectives of the European Social Fund projects are aimed at:

- potential entrepreneurs from all layers of society;
- system of education, teachers and schoolchildren;
- providing young and elderly people looking for a job.

The European Social Fund provides active support to projects in Eastern and Central Europe aimed at growth and job creation. Staged regions are in the process of moving from the goal of convergence to the goal of "regional competitiveness and employment".

For today, the European Social Fund is focusing on maintaining higher education and improving

work skills among young people. Within the framework of the Regional Competitiveness and Employment, the creation of new jobs is foreseen.

The EU's social policy during its development was based on two main models: the neoliberal model and the models of social justice.

The modern European social model is based on the model of social justice. It involves the unity of action of the state and civil society, aimed at satisfying the basic material needs of all citizens, their participation in society and the strengthening of social cohesion.

The system of social insurance and social assistance in European countries is implemented in different ways, they can be classified into four groups:

1. Germany, France, Belgium, Luxembourg – countries that are dominated by insurance policies, and the size of payments and benefits associated with individual insurance contributions. The purpose of the system is to support the standard of living of a person and redistribute human income.

2. Great Britain, Denmark, Ireland – the countries where the size of the benefits and benefits are tailored to individual needs, and is usually financed from tax funds. In these countries, the state budget plays a major role in financing the social sphere.

3. The Netherlands and Italy – represent a mixed social security system. In Italy, for example, the state undertakes to pay a guaranteed minimum social income. In the Netherlands, social security is at a very high level of development, the system covers every resident of the country.

4. Spain, Portugal, Greece – countries where there is no guaranteed minimum income, and social services are not available to all citizens.

Social protection of the population in Ukraine is carried out through the implementation of such programs:

- public health system;
- state education system;
- help program for families with children;
- state subsidy programs and housing subsidies.

Adaptation of Ukraine's social policy to EU standards is to reform the insurance, health and safety systems, health care, pensions, pension reform, employment policies in line with EU standards and gradual achievement of the European level of social security and population protection. In Ukraine, a system of social insurance of the continental type is formed, primarily on the model of Germany. Social insurance is provided by non-governmental non-profit organizations run by social partners.

In this context, the ratification and implementation by Ukraine of the European Social Charter of EU, which contains a number of articles on the general right to social security and special social protection for certain categories of population, is of great importance in this context [1].

Activation of the cyclicity of the world economy, instability in the labor market, rising unemployment, demographic problems, deficits of state budgets, and the build-up of sovereign debt are urging governments to make decisive changes.

In most EU countries, there has been a tendency to reduce the state budget expenditures and increase its revenues, including by increasing the degree of progress of the tax system and the fiscal role of indirect taxes, expanding the tax base, increasing the tax burden on passive incomes (royalties, interest, dividends, investment income). On the one hand, fiscal pressure on business and wealthier segments of the population increases, on the other hand, social justice in taxation increases. There are also frequent changes in taxation due to new challenges and threats that shape the current situation.

In many countries, the activities of charitable foundations are stimulated, their role and responsibility for solving individual social problems increases. There are more than 110,000 such organizations in the EU, employing almost 1 million people. Each year, the funds spend more than 100 billion euros on their programs [8].

In some countries, educational institutions for the training of social professionals are funded by the state (Denmark, Finland, Greece, Iceland, Ireland, Great Britain). In the Netherlands, for example, schools

of social work are exclusively private. In other countries, social education institutions are funded by both public and private funds (USA, Portugal, Spain).

Despite the close connection of the system of teaching social work with various national social, economic, political and legal conditions, the goal of vocational education – the training of professionally qualified specialists – remains unchanged in most countries [3].

Sweden is one of the most developed countries in the world where social work is carried out at a high level. There is a system of multi-level training of social workers functioning in the country, which is quite dynamic and effective. Sweden occupies a leading place in the world in terms of social security of the population, the level of development of the network of social services and training of specialists in the social sphere. In Ukraine, social work requires serious changes and improvements, therefore it is expedient to study and borrow from the experience of Sweden, which progresses successfully in this direction.

Currently, the entire system of social protection in Sweden is governed by the General Insurance Act (1962), which provides for three types of insurance:

- People's pension system.
- Sickness insurance system.
- System of additional pensions.

An effective experience of social work and social worker training in the higher education system in Sweden can be used in Ukraine, taking into account the peculiarities of the domestic high school. This will increase the level of social work in Ukraine and will allow to optimize the system of training specialists in the social sphere [2].

Belgium is a country that is one of the best in Europe with a social security system. In this country, many citizens enjoy a wide range of state guarantees of medical care. Due to the system of compulsory health insurance, the right to fully or partially reimburses the costs of paying for the services of doctors, dentists, physiotherapists. Also, in Belgium, in the field of training a social worker, more attention is given to practice than theory.

Belgium is a country known for its high taxes and, at the same time, one of the best social protection systems in Europe. In Belgium there is the Law "On Industrial Accidents". When an employer hires an employee, he must insure him at a private insurance company. There is also a state body that controls this insurance.

The Belgian health system is based on the principles of social insurance that it provides:

- horizontal solidarity (healthy pay for the patient);
- vertical solidarity (which depends to a large extent on the insured's labor income) without risk selection.

The size of insurance premiums in Belgium is set centrally – in the form of a share of income paid by employees and employers. These funds come to the joint fund.

Public funds for health care collect centralized state social insurance management – here payroll contributions are paid by employees. Self-employed persons pay contributions directly to the hospital box office or to one of the associations of hospital cash desks, which they choose at their own discretion, and from there, these funds flow to the State Social Insurance Administration. Subsequently, 30% of the state funds collected are transferred to health insurance funds (according to the number of insured persons, taking into account the degree of insurance risk). Remnants of funds are distributed retrospectively – depending on the expenses of the sickness funds or their associations.

The health insurance system is governed by national conventions and agreements between representatives of healthcare providers and sickness funds (for example, healthcare fees are defined in this way). All citizens entitled to health insurance must enter the sickness fund or register in one of the six national associations of sickness funds or in the regional service of the State Fund for additional sickness and disability insurance.

In Belgium, the system of vocational training for social work specialists is more sophisticated

compared to Ukraine. Therefore, in Ukraine it is necessary to raise the question of reforming existing educational systems and bringing them in line with the system of education, which is constantly complicated [4].

Norway (with a population of about 4 million people) is often defined as a state of general well-being with a mixed economy. According to the volume of provided social services and the achievement of the standard of living, Norway can be entirely attributed to the "state of welfare" or "social state", because it has its own: a balanced system of income of the population, which allows to prevent their high differentiation; High social expenditures for wages – about 57% of GDP; developed system of social protection, which costs about 40% of GDP.

Most social services in Norway are formed as a result of various parts of the undertaking, such as donations from churches or wealthy townspeople or various alternative movements, trade unions, groups of associations, associations and youth movements.

The Norwegian model of social policy is the most socialized model, ie, the economy works most to meet the needs of members of society. It is characterized by an extremely high share of GDP, distributed through the budget (over 50%), accumulation of significant financial resources in the hands of the state, domination of the idea of equality and solidarity in the implementation of social policies, employment prevention measures, tough income policies, high social protection of the population, which is provided mainly for public funds. Social policy is closely linked to the state regulation of the economy, which has a clearly expressed social orientation, that is, social policy acts as the goal of the state's economic activity.

Local government bodies play an enormous role in shaping state social policy. The issues of health care, education and social security are within their competence.

The social policy and social work of the Norwegian state is considered to be highly effective both for its citizens and at the level of the world community and deserves further close attention and study in order to ensure that its organization and functioning experience is used by other countries, including Ukraine [5].

The rapidity of industrial development, urbanization, which has increased the proportion of marginal populations in the society that are poorly adapted to life in the city, breaking the traditional social ties between people, between people and society, led to the emergence of such social problems that could not be solved by methods, tested in a traditional society. In the conditions of sharp aggravation of social relations among the most educated people was formed the belief that society is painful and it needs to be treated, based on the method of charity and charity.

Social integration of citizens is one of the priorities of EU countries, which has accumulated considerable experience of the corresponding social policy, reflected in the European documents, activities of European structures and funds. The main function of social policy in the EU countries is the redistribution of the social product in order to provide collective social needs (health and safety, environmental protection, education and vocational training) and social security for those groups of people in need of state support (pensioners, persons with limited capacity for work, unemployed, large families).

One example of effective social integration of citizens is the model of a "social state" in the Netherlands, where according to the Constitution, the state is obliged to provide the population by redistributing national wealth, including the minimum amounts of pensions and social benefits, established by laws in such a way as to guarantee the realization of human rights in the field of social security, which creates appropriate financial mechanisms and administrative structures.

Thus, the main disadvantages of the system of social sphere formed in Ukraine seems to be expedient to determine the following. Firstly, this is the discrepancy between the actual social standards provided by citizens of our state to their really necessary level and characteristics. These are in particular the parameters of the subsistence minimum, the minimum wage, the pension, the non-taxable minimum income of citizens. Their sizes are objectively obsolete, and do not conform to real needs [8].

In Ukraine there is a significant difference between the legislatively defined social standards and the officially declared by the Ministry of Social Policy of Ukraine their actual values. The actual living wage

calculated according to the current method is 1.5–2.2 times higher than the normative indicator. Instead, in our state, income is taxed less than the living wage. Thus, the income, necessary for the physical survival of the citizen, is taxed.

To ensure the realization of the right to life, not only the income of an employee in the amount of subsistence minimum, but also his family members who are in his maintenance, must not be taxed. However, the non-taxable minimum does not correspond to the subsistence minimum of the respective category of population, in fact the state does not guarantee the right of the employed person to earn money for the family, which is one of the causes of the demographic crisis and the emigration of Ukrainians.

Domestic authorities should actively oppose these trends in order to ensure an adequate level of income for the population. After all, the long-term preservation of a low standard of living increases the risks of escalating social deviations and sociopathic manifestations in society, which can lead to further increase in crime, social tensions and intensification of social and social conflicts and protest attitudes of the population.

The next systemic defect in the functioning of the domestic social sphere and the regulation of the parameters of its development by the state will determine the critically high growth rates of poverty of the Ukrainian population. Poverty is a complex feature that is determined by many factors, and reflects the ability of the population to acquire and access the main and necessary for the viability of the population of goods (services) [7].

Unfortunately, the phenomenon of a high level of poverty was characteristic of Ukraine for the entire period of its independence. To overcome this problem, at least a substantial decrease in its level, the implementation of the state program "Poverty Reduction Strategy" (which has been in force in our country since 2001 and the new wording of which was approved by the Cabinet of Ministers of Ukraine in 2016) and the accession of Ukraine to the UN program "Millennium Development Goals".

In spite of the targets of these program documents, the authorities can reach the main ones (eliminate absolute poverty (US \$ 5.05 per day), reduce relative poverty to 25%, reduce the proportion of people who consume less than the actual subsistence level by 10 times) has not succeeded so far. The poverty rate in Ukraine has remained at 3.5%, the poverty of the working people is about 20.0%, consumption is lower than the subsistence level – 22.1%, relative poverty – about 25.0%, and poverty among children – 32.6%.

The critical increase in poverty in Ukraine is confirmed by the results of other studies and assessments. Despite the high values, the poverty rate in our country declined by 2013, which was a positive trend. However, by 2015, these indicators have significantly increased. Thus, the level of deprivation poverty for all farms was 30.8%, that is, every third citizen of the state is considered to have no full opportunity to buy or receive vital and necessary goods, goods and services. Moreover, this indicator for households with three and more children was 54.0%, for rural households – 44.2%, for households with all persons at the disable age – 37.8%.

However, in our country, the situation with monetary and relative poverty is slightly different. Thus, the index of subjective poverty in 2016 has risen critically to 72.3%, ie three-quarters of the population of the state considers itself to be poor.

The negative demographic situation continues to affect the acute negative and systemic deficiencies in the functioning of the social sphere of Ukraine. In 2016, there was another decline in fertility. The indicator was 13.3% lower than its value in 2014, which threatens the restoration of a difficult demographic situation at the 2000's. Moreover, the demographic risks have a systemic background in our country, as the main reasons for reducing the birth rate were insufficient material provision of the family (this reason was determined by the main 60.0% of respondents) and the lack of proper housing and living conditions (40.0%) [6].

The tensions and the situation with the increase in the volumes of external labor migration of the population of Ukraine remain, including the growth of the share of qualified specialists and youth in these

processes, an increase in the number of migrants with unregulated status and an increase in the tendency of transition of temporary labor or educational migration to its permanent form.

It has to be stated in general about the low effectiveness of the state policy on the formation of the social sphere in Ukraine, which did not protect it from the emergence of new and critical strengthening of chronic problems, which become signs of systemic irresistibility. As a result, the low standards of quality of life will objectively lead to an accelerated loss of domestic reserves for the restoration of Ukraine's socio-economic development. The reasons for this may be: reduction of the number of able-bodied population and deterioration of intellectual and personnel potential, loss of skilled professional personnel, decline of social infrastructure, restriction of sources and opportunities for social investment.

According to the author, certain systemic deficiencies are prevalent due to the disadvantages of state regulation of the functioning and development of the social sphere in Ukraine. The most dominant of them seems expedient to determine: the lack of responsibility and the lack of normative and methodological support for monitoring and adjustment of levels of social standards and the adequacy of their provision (it is said that the norms and norms of most social standards are objectively outdated and do not correspond to the realities of the current time (for example, the amount of non-taxable minimum incomes of citizens since the 1990s is 17 UAH), as well as mechanisms for their timely adjustment and monitoring of the vet The onony of the existing); lack of real qualitative reforms in pension systems, education and science, medicine, housing and communal services; unjustified provisions and prohibitively unproductive nature of subsidies, population (a situation in which more than 20% of the population enjoys the benefits threatens complete collapse of payments for services to populations and discourages an objective to improve energy efficiency, resource consumption costs as compensated by the state); over-regulation and fiscal burdens of citizens' incomes (which are not withdrawn from the shadow, and entrepreneurial income is so taxed that entrepreneurs also do not intend to report it); ineffectiveness of the policy of supporting the creation of jobs, regulation of employment, wages, financing of socio-cultural measures; "weakness" of the policy of regulating the domestic consumer market and its conditions, which makes it impossible to hinder the growth of prices; lack of real investment programs supporting youth construction; inefficiency of the programs of restraining foreign migration.

Conclusions and prospects.

Note that the strategy of state social policy can be effective not in the case of the existence of strategies or strategic bodies, and provided that there is a complex and extensive system of development and implementation of long-term strategies for the development of the social complex (socio-cultural, social-residential complex, social services complex) and application of strategic scenarios for strategic planning of market and administrative infrastructure.

It should be noted that the social complex belongs to the class of self-management systems, which are characterized by flexible mechanisms of self-organization, self-regulation of social relations and processes.

It is these mechanisms that ensure the integrity of the system, its functioning, improvement and development. The control over these factors and management action on them in order to achieve the expected results requires the development of corporate relations in the social complex, the unification and coordination of the efforts of various agencies and institutions, non-governmental, private organizations, the use of regulatory functions by central and local authorities. Therefore, the role of public administration in the development and operation of the social complex, above all, is to create the appropriate legal, economic and social climate for the development of socially significant types of services and support existing ones.

Thus, the most important element of the mechanism for implementing programs of strategic development of social systems is the economic policy of state authorities, based on systematic strategic planning of economic development, separate types of activity of territories and the adoption of operational management decisions.

The effectiveness of the state social policy strategy should encompass the principles of a three-level institutional strategy through a set of institutions, procedures, interrelationships with the executive, which allows for the strategy to be implemented at three related levels:

1) Socio-political strategy (realized through the demarcation of public-political public strategy and consists of different strategic plans, intended for the general community and business);

2) Decision-making strategies (Institute for Strategic Planning and other institutions whose competence should include scenario and game strategy, that is, more sophisticated strategies for specific scenarios and strategic power games, for example, in the labor and employment market, health care, education, information spheres – for the advice of the authorities in its day-to-day work and for long-term programming);

3) Motivational strategy – incorporates organizational and economic methods, as well as the effects of the influence, orientation towards formation and support of the motivational conditions for the development of sustainable social development.

In spite of the fact that such an approach is to a certain extent consistent with the rational content of social policy, its regularities, and the interaction of the clergy, we are convinced that it is necessary, in accordance with it, to form institutionalized policies on the strategy of state social policy. We would like to note that, in order to implement the institutional strategy of state social policy in Ukraine, unfortunately, there are no documents of a written program. In particular, it makes it impossible, in the first place, to develop and implement the measures of the central social policy and, in other words, to form a fully-fledged institutional base for its strategy.

The transformation of the state social policy into an important dominant of balanced development implies realization of the spatial strategy of social growth in the short and long term. To do this, it is necessary to develop a system of software and forecast documents for the development of territorial labor markets; To ensure the formation of multilateral regional employment agreements, to develop a national system of labor market development indicators and to compile comprehensive short-, medium- and long-term forecasts, indicative plans for the formation of an equilibrium conjunction of regional labor markets, including the mechanism for correction of plans; to develop programs for the integrated development of resorts and the restructuring of the sanatorium and resort industry; to identify cluster structures in the development of tourism infrastructure.

It should be noted that social programming is one of the most important options (along with targeted design and strategy) to implement the requirements for improving the effectiveness of state social policy. If social design focuses on problems related to the process of creating a social state, and social planning involves targeted regulation of all social development elements without exception, then social programming is aimed at solving important and important social problems that are most relevant and promising for the realization of social politics ensuring high social standards for the level and quality of life of the population, overcoming the poverty of the population, developing effective state levers of influence on the labor remuneration policy, which determine the fate and prospects of social development – the main task of social programming.

Today in Ukraine, a number of relevant target programs and programs and strategic documents on the implementation of social pragmatization have been developed. Accordingly, in neither of them there is a single set of measures of state and non-state nature aimed at identifying, satisfying and harmonizing the needs and interests of citizens, social groups, territorial communities, lacking common social standards for the development and optimal functioning of social relations, comprehensive disclosure creative potential of man, its essential forces, achievement in society of social harmony and stability.

At the same time, due to the lack of a unified political will and vision of the social vector of the way of development of Ukraine as organs of the central legislative and executive power, as well as of local self-government bodies (which makes it impossible to implement the social policy reform in the state effectively), and the preparation itself for implementation of the program and strategic documents is

extremely labor-intensive, it is necessary to approve a unified strategy of social policy till 2030: for the sake of contact with the actual of other ghostly sages; the establishment of a non-governmental organization in the regulation of civil servants; the ordering of certain types of collective cohabitation, in connection with the new types of education (in order to avoid increasing the number of spending in its financial statements from the budgets of all levels), and the reduction of the current general social benefits; training of special social benefits in cash payments (assistance, assistance, partnership, loans), and general apprenticeship (general partnerships and community assistance); the reinforcement of the formal education of the civil society for the same level of budget system, on which the decision was made on his re-establishment; financial recognition of professional privileges and grants of the employer for the reimbursement of the costs of employers, trade unions and civil servants, distinguishing them from their dependence on the respective budgets; the achievement of a reasonable transparency in the realization of the interests of the citizens at the general level of intercourse; in conformity with the general law on the basis of the implementation of the practice of its approval.

The mechanism of the implementation of the State Social Policy Strategy should be pursued by means of a rationalization of the whole system with the following scheme: 1) as a result of the provisions of the Strategy of the State Social Policy; formulation of the probable plane of action of the mechanism of strategic redesign; monitoring the implementation of the provisions of the Strategy and assessing the impact of the social policy in Ukraine.

The experience of European countries' policies on ways of balancing public finances, achieving a compromise between the social needs of citizens and the priorities of the economy is beneficial for Ukraine in view of the signing of an association with the EU.

Accordingly, in order to remedy the situation and gradually form a high-quality system of the domestic social sphere, it is necessary to significantly modernize and improve the efficiency of regulation and implementation by the state of social policy. And this can happen in the case of successive passage of the following three stages: (1) building elements of the domestic social sphere; (2) the implementation of regulatory compensatory and stabilization mechanisms; (3) improvement of the functional spheres of the social system. According to the author, the following priorities should become the strategic priorities here.

First, it is the formation of the composition and structure of the elements of the social sphere system. According to the author, unless all the elements of the social sphere are created and properly attracted in our country, it is impossible to critically change the state of affairs. This is confirmed by the fact that most of the problems in the social sphere of Ukraine are of a systemic nature and, accordingly, it is possible to deal with them only with the use of a systematic approach.

Secondly, both the system as a whole, and its elements and subsystems will not function fully and effectively unless a full infrastructure is formed in the state. Of course, there are basic elements of such an infrastructure in our country. However, it must be admitted that these are basically elements of state and communal property, and only in some of the most problematic areas civil infrastructure elements have been created and started to function. However, the situation requires the proper entry into the internal social environment of the elements of the infrastructure of the external and internal (international structures, as well as micro-level entities, including integrated ones), as well as public and private.

Thirdly, it is the formation of a fully-fledged institutional environment for the functioning of the domestic system of social sphere. It is also about legislation, normative and methodological support, and the mentality of the population. For example, in certain economically developed countries there is a separate code of laws on the social sphere; there are appropriate methods in accordance with which the norms and norms of social standards are established and adjusted; public monitoring of the functioning of the spheres and elements of the social system is carried out. These and other institutional provisions need to be adopted as soon as possible in Ukraine.

Actually, the logical completion of the improvement of the institutional basis for the functioning of the social sphere in Ukraine could be the achievement of such an important strategic priority of the state

policy as creating conditions for the automatic and full realization of the rights of citizens and the constitutional obligations of the state regarding social protection and social security of its population.

Despite this, Ukraine needs to more actively use the experience of the states that have high successes in the social sphere. This is primarily the state of Scandinavia, where the mechanisms of collective-contractual regulation are widely implemented, and in all spheres of the social system. The mechanism of social dialogue in the form of a trilateral institute of coordination of the main parameters of economic and social policy, working conditions and the level of its payment is particularly effective there.

Practice and experience show that improving the efficiency of programming and strategic planning of public social policies will be carried out by engaging UNICEF experts to develop programmatic measures to prevent the emergence of centers for chronic poverty and social exclusion among internally displaced persons, regardless of their place of residence, minimizing the risks of social exclusion of the rural population.

The effectiveness of government social policy is insufficient, manifested in low fulfillment of the reform strategy reforms in the social sphere and conditioned passivity and financial failure of existing social policies over a lot of goals and a small number of facilities, lack of real opportunities for reform of social policy, limited influence public policy at raising real incomes and reforming the social security of employees, restricted radical changes in the reorganization of social infrastructure, disparity of educational potential needs of innovative development of regional economies.

We would like to state that during the period of independence of our state, a large number of normative legal acts were adopted (supplemented and refined) at all levels of government, which are related to the functioning and development of each, without excluding the spheres of the domestic social system. In aggregate, they, in fact, formed the institutional and legal basis of state policy in the analyzed sphere, which exists now.

It must be acknowledged that most of the provisions of the existing regulations are rational, relevant, timely and oriented towards the settlement of relations in the areas in which they relate. At the same time, it is necessary to recognize and the other. The existence of deep systemic defects and problems in the functioning of the social sphere of Ukraine objectively proves that institutional and legal support is not functioning effectively here, or is not fully used. According to the results of the preliminary analysis, the following points should be considered as the main disadvantages of the institutional and legal ensuring of functioning of the social sphere system in Ukraine.

First, this is the disparity and weak interdependence between the provisions of the legal acts regulating the functioning of the social sphere of the country. An approach applied in Ukraine to the development of regulatory and legal acts and the implementation of relevant policies on their basis? A priori incorrect, because it involves the planning and implementation of regulation separately in each subsystem and sphere of social system.

In contrast, in states with a higher level of social efficiency, state policy is based on the identification and formation of a holistic, integrated system of social sphere, a systematic analysis of its status, the detection of deficiencies and the adoption of sound, sound management decisions in harmonizing with each other and thus strengthening and the effect of the impact of measures in the interrelated areas on the system as a whole. In addition to objectively higher efficiency, the benefits of such an approach are also: saving and optimal use of financial and resource support for state policy, transparency and the ability to clearly structure priorities, strategic and orderly implementation, the ability to assess the overall positive impact of state regulation on the integral system.

The introduction of such an approach will make it possible to more accurately determine the sources of a limited budget resource, for example, for medicine, education or culture.

According to the author, to form a unified system of institutional and legal support for the functioning of the domestic system of social sphere is possible through the adoption of the Social Code of Ukraine. The idea of forming such a document is rather promising, since in developing its provisions objectively would be the coordinated provisions of all legal acts, which, at the moment, regulate the social

sphere in Ukraine. In addition, they would be subordinated to a single strategic goal and would have agreed upon target targets.

A significant systemic advantage of the proposed approach is the simultaneous combination of functional as well as structural components of state policy. That is, in the first aspect, the principles of functioning and development of various spheres of the social system of the state are coordinated, and in the second one rational structural relations are formed. Such are, in particular, the alignment of spatial deformations of the functioning of the social sphere of the state, the elimination of excessive imbalances in the level of quality of life of different layers and layers of the population, levels and structure of incomes and expenditures of the population, expansion of the middle class share, balancing of demand and supply of social services provided by different forms of ownership.

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