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PUBLIC SERVICE AS A PUBLIC GOOD

ПУБЛІЧНА ПОСЛУГА ЯК СУСПІЛЬНЕ БЛАГО

Summary. The article deals with the correlation of public service as a public good. It is investigated that the objective economic regularity of the country’s development is the priority development of services. The essence of concepts of “service” and “public service” is analysed in various sources. The relationship between public service and public good is shown. It is concluded that public services are activities of public interest, as well as one of the criteria for assessing the activities of authorities in meeting the needs of citizens in obtaining high-quality public services.

Key words: service, public service, public good, governance, administrative service.

Formulation of the problem. Recently in the modern world, there is a process associated with a new understanding of the role of the state, changing the tasks of the state in society, the emergence of new values and priorities. As noted in the Report on World Development. “The State in a Changing World” (1997) “An efficient state is vital for the provision of goods and services, as well as for the creation of rules and institutions that allow markets to thrive and lead people to live healthier and happier. Without this, sustainable development cannot be possible both in the economic and in the social spheres” [1].

Analysis of recent research and publications. The issue of public services was in the sight of such scholars as V.B. Averyanov [2], I.V. Venediktova [3], I.B. Koliushko [4], T.V. Kolomoets [5], G.M. Pisarenko [6], B.G. Savchenko, K.I. Melnikova, Ju.V. Bokovikova [7], V.M. Soroko [8], V.P. Tymoshchuk [9] and others.

Setting objectives. At the present stage, the objective economic law of development of countries is the priority development of services. At the same time, in the scientific literature, an attention is not paid to the ratio of public service as a public good. Therefore, the study of public services as public goods is relevant.

Presenting the main material. With the development of society, the role and significance of public goods is growing, which is one of the factors that ensure the welfare of the population and the state as a whole. Public goods are a group of goods and services that satisfy the social needs (interests) of the whole society (social groups), not an individual. As a rule, they are funded by the state. The ultimate consumer of the public good is not defined, therefore, the range of consumers cannot be limited, consumers’ expenses are zero, the main source is public funds, and the dominant manufacturer is the public sector of the national economy. A special place among the public goods that are necessary for the person is occupied by services.

Table 1.

The essence of the concept of “service” in various sources

The essence of the concept	Source/author
the activity of the executor for the provision (transfer) to the consumer of a specified in the contract of tangible or intangible goods, carried out according to the individual order of the consumer to meet his personal needs	The Law of Ukraine “On Amendments to the Law of Ukraine “On Protection of Consumer Rights” Act of 01.12.2005 № 3161-IV [10]
activities, works, in the process of filling which does not create a new, not previously existing material and material product, but changes the quality of the existing, created product. These are the benefits that are provided not in the form of things, but in the form of activities. Thus, it is the provision of services that creates the desired result. Services include household, communal, transport services, training, treatment, cultural and educational work, care for children and elderly people.	A.B. Borisov [11, p. 783]
what is elusive (invisible) and in exchange for what the consumer, firm or authority is willing to pay	McConnell C.R., Brue S.L.[12, p.990]
any activity that is a blessing that one party may offer to another and, for the most part, elusive and do not lead to the possession of anything	Kotler F. [13, p.595]
any measure that one party may provide to another that does not primarily perceive the touch and does not result in the possession of anything non-market services – services that are wholly or mainly covered by the state budget, voluntary cash contributions or income from the property	Zavadsky Y.S., T.V. Osovska, O.O. Yushkevich [14, p.243; p. 244]
activities to meet certain needs of a person, committed by his/her request	G.M. Pisarenko [6, p.161]

Thus, the service is a specific product; this is manifested in the absence of material form and the coincidence of the process of consuming services with the moment of its transfer or production. Under the services understand a huge variety of human activities aimed at satisfying various needs, that is, service – a good that meets the intangible needs of a man.

The term “public service” is used to describe management activities of public authorities (as well as state and local employees) associated with their work with citizens, enterprises, institutions, organizations; with the help of public services, the actions of public entities for the organization of servicing the population, enterprises, institutions, organizations, providing them with vital goods are determined; public services provided to the population in the mode of civil regulation, but of a mass character, the responsibility for the organization of which is held by the public authority [15, p. 74].

The notion of public services is closely linked to the notion of public goods. Until pure public goods include, in particular, internal and external security, public administration and so in the economic sense, the state provides services that are public goods.

Public administration is an activity consisting essentially of organizing and directly enforcing provisions of the Constitution of other normative acts to meet the social needs of the population. In other equal conditions, the state

has advantages in the production of public goods (although the mechanisms of state participation may be different).

Consequently, one of the most important services provided by the state as a whole society, as well its separate components, is the exercise of public administration. The service in question is a public good since it is supplied to all actors in society, so that its consumption by any individual or legal entity does not involve direct payment of access to such services. Private services, by contrast, as any private good, are supplied to specific entities in response to their claimed demand, according to their desires and needs. Such services can either be rendered or not provided, that is, they are excluded goods.

Depending on the entity that provides the public service, we distinguish between state and municipal services.

Public services are provided by public authorities (mainly executive) and state enterprises, institutions, organizations, as well as local governments, in accordance with the procedure for the exercise of powers delegated by the state at the expense of the state budget.

Municipal services are provided by local governments, as well as executive authorities and enterprises, institutions, organizations, in the order of execution of powers delegated by local governments at the expense of local budget funds [23].

Table 2.

The essence of the concept of “public service” in various sources

The essence of the concept	Source/author
services provided by state authorities, local governments, enterprises, institutions, organizations under their management, constitute the sphere of public services.	The Decree of the Cabinet of Ministers of Ukraine dated February 15, 2006 №90 “On Approval of the Concept of Development of the System for Providing Administrative Services by Executive Authorities” [16]
services provided by state authorities, local governments, enterprises, institutions, organizations under their management	Letter from the Ministry of Justice of Ukraine dated December 18, 2009 № 967-0-2-09-22 “Regarding the clarification of terms, which are applied in the Law of Ukraine “On Amending Certain Legislative Acts of Ukraine Regarding Responsibility for Corruption Offenses” [17]
services provided by the government, such as hospitals, schools or police	Cambridge Advanced Learner’s Dictionary & Thesaurus [18]
services provided by the state and local municipality, constitute the sphere of public services	I.B. Koliushko [4, p. 16]
services provided by physical and entities to public authorities concerning the realization of rights, freedoms, and legitimate interests in the public sphere	T.V. Kolomoets [5, p. 179]
all services provided by the public sector or other entities under the responsibility of public authorities and at the expense of public funds	G.M. Pisarenko [6, p. 161]
all services provided by the public sector, as well as the private sector, under the responsibility of public authorities and at the expense of public funds	V.P. Tymoshchuk [9, p. 119]
the activity of the state apparatus serving taxpayers; services that characterize only the sphere of activity, in which the life support of the population is organized – urban planning, transport, sewage, water supply, education, health care, etc.; way of servicing citizens (it means the direct interaction with citizens when they apply to the reception)	L. Mickiewich [19, p. 32]
the legislation provides for the activities of certain state-authorized entities aimed at satisfying the constitution guaranteed by Ukraine the rights of citizens. all services provided by the public sector, as well as the private sector under the responsibility of public authorities and at the expense of public funds	B. G. Savchenko K.I. Melnikova J.V. Bokovikova [20, p. 4, 8]
regulated by public-law norms of public administration authorities to satisfy public interest in considering an application by a natural or legal person for the issuance of an administrative act (decision, issuance of permits, licenses, certificates, acts, registration, etc.), aimed at ensuring its rights and legitimate interests and the performance of a person’s statutory obligations by means of financing from public funds	E. Legeza [21]
activities of public authorities, associations of citizens, individuals, and other entities of different levels, carried out at the expense of public and private funds, from the provision (transfer) to individuals and legal entities of certain material or intangible goods that are socially significant and bring benefit to the society and state.	S.I. Chausovska [22, p. 107]

An important component of both public and municipal services is administrative services.

Administrative service is the result of the exercise of authority by an authorized entity, which, in accordance with the law, ensures legal representation of the conditions of realization by individuals and legal entities of rights, freedoms, and legal interests upon their application (issuance of permits (licenses), certificates, registration, etc.) [23].

In Ukraine, there are 46 entities providing administrative services, which provide 878 administrative services, of which 458 (52.2%) are provided free of charge; 420 (47.8%) – on

a paid basis. The leader in the number of administrative services is the Ministry of Justice of Ukraine and its territorial authorities (96) and the State Fiscal Service of Ukraine (92) [24].

The State Migration Service of Ukraine, for example, in accordance with the Regulation on the Passport of a Citizen of Ukraine and the Passport of a Citizen of Ukraine for Traveling Abroad, approved by the Resolution of the Verkhovna Rada (Supreme Council) of Ukraine on June 26, 1992, No. 2503-XII (as amended), on the basis of the application and the relevant documents, is provided free of charge registration and issuance of a passport of a citizen of Ukraine, gluing a photo

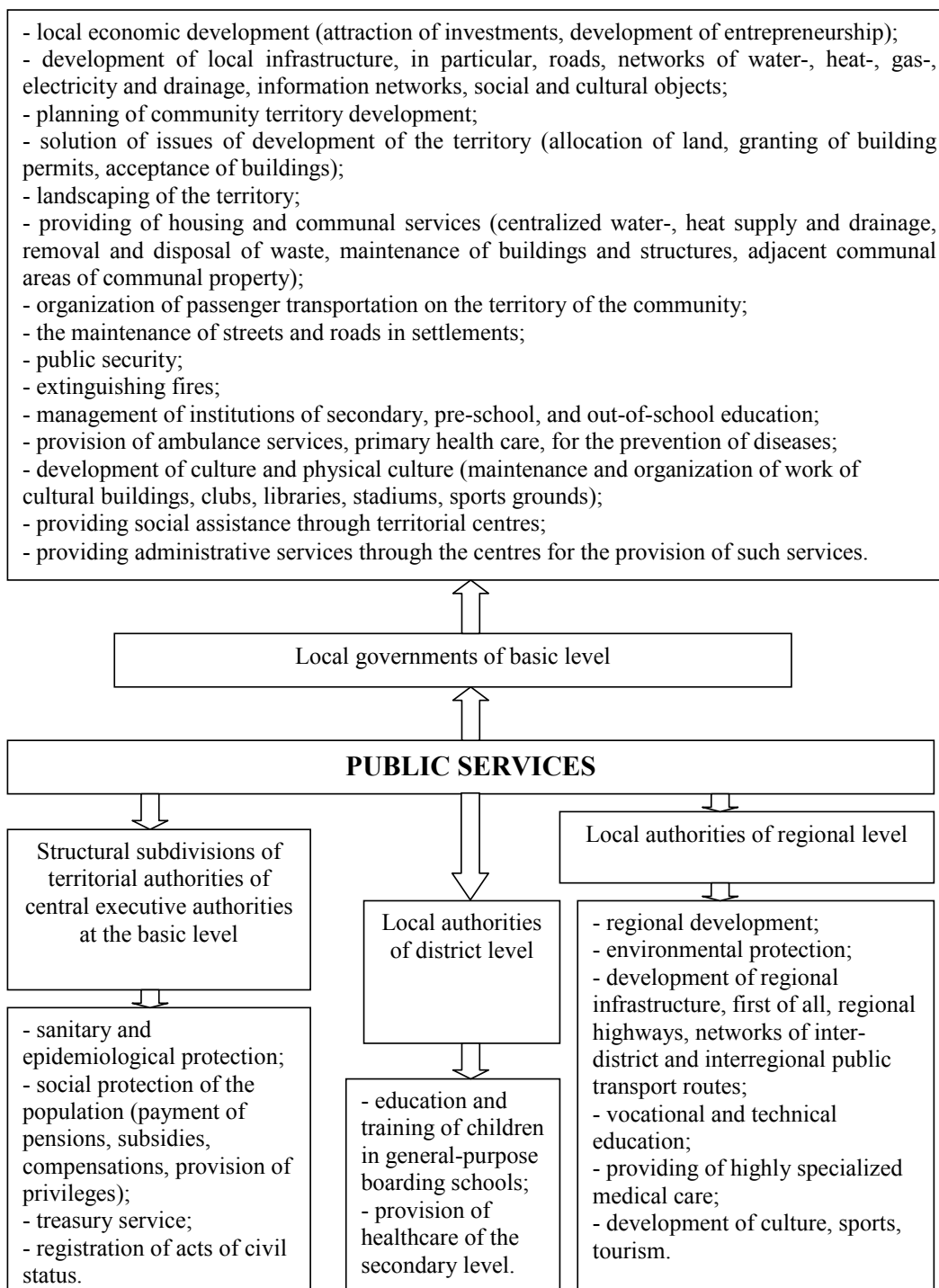


Fig. 1. Distribution of powers between local authorities and executive authorities regarding the provision of public services

Source: [27]

to a Ukrainian citizen's passport upon reaching by a citizen of 25 and 45 years of age. At the same time, for the registration and issuance of a passport of a citizen of Ukraine in the case of an exchange, instead of the lost or damaged, a state duty is paid – 2 non-taxable minimum incomes of citizens [24, 25]. For citizens who have reached the age of 14 and receive the passport of a citizen of Ukraine for the first time, the administrative charge for its registration is not fulfilled. The size of the administrative charge for the registration (including, instead of lost or stolen), the exchange of documents includes the cost of the administrative service, the cost of the form and personalization of the document. Funds received as a part of an administrative charge in the amount of the cost of a document form and their personalization, as well as 30 percent of the cost of administrative services, is transferred to the special fund of the State Budget of Ukraine [26].

The Resolution of the Cabinet of Ministers of Ukraine on April 1, 2014, № 333 approved the Concept of Reform of Local Self-Governments and Territorial Organization of Government in Ukraine. The document highlights the problem of the deterioration of the quality and availability of public services as a result of the resource insolvency of the overwhelming majority of local governments to exercise their own and delegated powers of attorney. The aim of the Concept is to provide high-quality and affordable public services. Public services must be provided in accordance with national standards, taking into account the need to ensure: territorial accessibility, which involves the provision of services in the territory of the community where the person lives;

an appropriate material and technical base for the provision of basic forms of public services (local authorities should have appropriate facilities and infrastructure); openness of information about services, the procedure and conditions of their provision; the professionalism of providing public services. The availability and proper quality of public services should be ensured by optimal allocation of powers between local governments and executive authorities at different levels of the administrative-territorial system on the principles of subsidiarity and decentralization [27].

For example, 122 administrative services are provided, including the Odesa City Council, in particular, in the relevant structural subdivisions, enterprises, institutions, and organizations under its management, 89 (72.9%) are provided free of charge, 33 (21.9%) – on a paid basis [24].

Conclusion. Thus, we can conclude that public services are: individual (addressed to specific actors); voluntary (provided according to the statement of natural or legal persons); have a non-discriminatory character; provided free of charge (at the expense of state funds) or on a paid basis (the cost is determined in accordance with the current legislation).

Public services are activities of public interest since they are one of the criteria for assessing the activities of authorities in meeting the needs of citizens in obtaining quality public services. The main role in the provision of public services is given to state authorities, local governments, enterprises, institutions, organizations that are in their management and constitute the sphere of public services. The financing of public goods and public services is carried out at the expense of public funds.

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Анотація. У статті розглянуто співвідношення публічної послуги як суспільного блага. Досліджено, що об'єктивною економічною закономірністю розвитку країни є пріоритетний розвиток послуг. Проаналізовано сутність понять «послуга» та «публічна послуга» у різних джерелах. Показано зв'язок між публічною послугою та суспільним благом. Зроблено висновок, що публічні послуги є діяльністю суспільного значення та є одним із критеріїв оцінки діяльності органів влади у задоволенні потреб громадян в отриманні якісних публічних послуг.

Ключові слова: послуга, публічна послуга, суспільне благо, державне управління, адміністративна послуга.

Анотация. В статье рассмотрено соотношение публичной услуги как общественного блага. Исследовано, что объективной экономической закономерностью развития страны является приоритетное развитие услуг. Проанализирована сущность понятий «услуга» и «публичная услуга» в разных источниках. Показана связь между публичной услугой и общественным благом. Сделан вывод, что публичные услуги являются деятельностью общественного значения, а также одним из критериев оценки деятельности органов власти в удовлетворении потребностей граждан в получении качественных публичных услуг.

Ключевые слова: услуга, общественная услуга, общественное благо, государственное управление, административная услуга.