

# A HOLISTIC TERRITORIAL APPROACH TO THE SOCIAL SECURITY SYSTEM REFORMATION AND THE SOCIAL COMPLEX REORGANIZATION IN THE WESTERN REGION

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In the research, the destructive changes in the development of socio-cultural and social complexes and in the functioning of the infrastructure of the system of social services and social security are identified; the measures aimed at ensuring the development of the social infrastructure of the western region of Ukraine are stated. The critical factors of fixing low living standards of the population, which impede the acceleration of regional development, are established. The causes of passivity and financial inability of existing social policy in the territory of the western region of Ukraine are determined. The necessity and the importance of the usage of a holistic territorial approach to the reformation of social security system and the reorganization of social complex in order to ensure the priorities of balanced development of the western region are proved.

The priority directions and means to activate the influence of social policy on the ensuring of the priorities of balanced development of the western region and on the growth of regional economy have to become the implementation of a holistic territorial approach to the reformation of social security system and to the reorganization of social complex. In addition, the primary goals have to be the realization of the spatial strategy of regional labor market development from short and long-term prospects and the strengthening of the influence of an educational component on the formation of high quality labor potential and the scientific maintenance in the sphere of balanced regional development. The outlook concerning further researches within this area is the identification of priority goals of social policy, which will take into account the development of social complex as well as the system of social security of the western region at a separate stage of their strategic development and identification of means that ensure their achievement.

**Keywords:** social complex, social infrastructure, social policy, social security, holistic territorial approach, balanced development of the region.

The effects of negative factors of micro-environment, the spontaneous and unregulated process of the social security system rebuilding, a significant interdisciplinary salary differentiation, the weakening of the dependency of wage rate on educational status of the employees of economically active enterprises, the impossibility to ensure general accessibility and appropriate quality of the main social welfare, the insufficiency of the system of providing able-bodied citizens with economic conditions of receiving incomes, which guarantee the consumption

of base stock and high quality services in the spheres of healthcare, education, public utilities and cultural and leisure sectors are primary goals of the balanced development of the region.

At the same time, limited abilities of the country, the increase in cost value of services, the differentiation of the demand depending on the social status of the consumer caused the rapid development of market component of social complex and led to insufficient level of the development and efficiency of the social infrastructure

functioning, decreased the level of the social security system functioning. That is why, a solution of social infrastructure development problems and an improvement in the social security system functioning need scientific conclusions and dynamic response, especially in the western region of Ukraine, where this level remains insufficient and does not meet European standards. It is characterized by low number of entities providing the population with the social services and the absence of real possibilities to reform the social complex. As a result, the level of citizens' dissatisfaction with the provided social services remains high, whereas the integration of vulnerable groups of population in the society continues to slow down.

Thus, there exists an objective necessity to identify the priorities of balanced development of the western region by means of the realization of a holistic territorial approach to the reformation of social security system, the improvement in social service quality, the reorganization of social complex from short and long-term prospects.

The social component of the balanced regional development is an issue of great interest, because, first of all, one can speak about the totality of public and private institutions, organizations and agencies which determine the conditions of the reproduction of the community, ensure scientific and technical, humanitarian and social development of the society and create safety conditions for life-sustaining activity and environment which are necessary for an inclusive development of an individual.

The above-mentioned components are in a constant interaction, therefore, they condition a specific nature of regional development according to which the redistribution of socio-economic system in favor of socio-economic component occurs. Within an efficient and rational redistribution of the system, balanced development is not altered, and a social component of the system can promptly reproduce its lost features. If the permissible limits are violated, the balance of the system is lost and the system becomes not stable.

Under such conditions, the methodology of a holistic territorial approach to ensuring the balanced development of the region presupposes following directions:

- 1) Creation of the mechanism of social security for population;
- 2) Formation of favorable development of the region taking into account the peculiarities of regional management;
- 3) Determining the way of the organization of labor potential activity;
- 4) Reduction of inner and outer threats to social complex functioning.

The correlation of these four directions allows distinguishing procedure components of the social security system reformation and of the social complex reorganization at the regional level (needs, motives, targeting, achieving goals and results), which unite the hierarchical system of social goals, tasks, indicators, social risks and standards of the balanced development and contribute (with the help of state and social institutes) to the improvement in the living standards of the region population and to ensuring the priorities of the balanced development of the region.

The above mentioned holistic territorial approach to the development and functioning of the social complex of the region allowed us to identify numerous destructive changes in the social infrastructure of the western regions of Ukraine which in modern conditions limit the efficiency of the usage of its potential, do not assist in the creation of general conditions for workforce reproduction, do not ensure normal life-sustaining activity of population, do not promote educational and cultural development.

It should be noted that the preservation of negative dynamics and imbalance of registered labor market in terms of educational status led to limited possibilities of specialists to get a job and to an inability to meet the needs of employers for highly educated staff. It also caused the deterioration in labor resource provision of separate sectors of economy in the western regions, which was manifested in a low educational development of labor potential in rural areas and an increase of quantity of the specialists with

complete or incomplete higher education among migrant workers.

Thus, the greatest demand on qualified workers at the beginning of 2015 was observed in Transcarpathian region (44 % of all vacancies), whereas 20.5 % of population looking for a job are unemployed; in Lviv region the demand on qualified workers of agriculture and forestry is the lowest: fish farming and fishing (0.3 %), technical workers (2.3 %) (the load for one job of these categories of employees was 177 and 113 people respectively). Besides, during 2014 the level of the turnover of employment of workforce decreased by 3 percentage points in Lviv region, by 3.1 – in Rivne region, by 3.9 percentage points – in Transcarpathian region and was on average 17–24 %; the level of retirement remained unchanged (20–25 % of average registered employee number) with 2 % increase in the number of employees transferred to part-time job on the economic ground (table 1).

It should be noted, that, at the same time, the tendency towards an increase in the number of self-employed workers and a

decrease in the number of hired employees with an intensive redistribution in favour of service industry still remains.

Thus, the comparison between the educational level of urban and rural population of the western regions in 2014 proves that among urban residents, the number of people with complete, basic and incomplete higher education, same as before, is considerably larger than among rural residents. Whereby, in the structure of the population, 24–26 % of officially employed population at the age of 22 and older had higher education (in towns – 24 %, in villages – 12 %), at the same time, among off the books employees more than 2/3 of people comprised those who had specialized and complete higher education and among shuttle traders and labor migrants this indicator was rather high and amounted to 24.2 % and 19.4 % respectively.

A serious threat is a setting of low social standards of level and quality of life of population. This threat is reflected in the deterioration of collective bargaining regulation and low public awareness of the

Table 1

### Absolute growth rate indicators of labor movement in Western Ukraine in 2014–2015

Western regions of Ukraine													
Volyn		Transcarpathian		Ivano-Frankivsk		Lviv		Rivne		Ternopil		Chernivtsi	
2014	2015	2014	2015	2014	2015	2014	2015	2014	2015	2014	2015	2014	2015
Average number of staff, thousands of people													
180,5	181,8	183,4	179,3	213,1	208,5	516,4	502,7	199,7	192,5	172,2	170,3	129,8	128,2
Average number of staff, previous year													
192,7	180,5	190,3	183,4	219,0	213,1	535,9	516,4	208,8	199,7	175,2	172,2	131,8	129,8
Growth rate of average number of staff, %													
-6,3	+0,7	-3,6	-2,2	-2,7	-2,2	-3,6	-2,7	-4,4	-3,6	-1,7	-1,1	-1,5	-1,2
Coefficient of labor turn-over, % (in ratio to the average number of staff)													
after employment													
22,2	23,7	21,5	17,6	17,4	18,2	20,0	17,0	22,6	22,6	25,4	20,8	27,9	23,7
after employment, previous year													
20,9	22,2	18,8	21,5	18,2	17,4	19,0	20,0	20,6	22,6	22,8	25,4	22,6	27,9
Growth rate, %													
+1,3	+1,5	+2,7	-3,9	-0,8	+0,8	+1,0	-3,0	+2,0	0,0	+2,6	-4,6	+5,3	-4,2
after employment termination													
22,7	24,7	24,8	20,0	19,5	20,9	22,5	21,8	24,5	23,7	28,0	24,8	29,8	26,8
after employment termination, previous year													
26,0	22,7	23,6	24,8	21,2	19,5	22,8	22,5	24,4	24,5	25,1	28,0	27,2	29,8
growth rate, %													
-3,3	+2,0	+1,2	-4,8	-1,7	+1,4	-0,3	-0,7	+0,1	-0,8	+2,9	-3,2	+2,6	-3,0

possibility of negotiations within the framework of social dialogue, in an intersectoral differentiation in the rate of labor remuneration and loosening the dependence of salary on educational level of employees of economically active enterprises, which lead to the distribution of shadow systems of labor remuneration, the deformation of labor market and the development of unethical competition.

The character of general, regional and collective agreements is largely formal and declarative, the level of keeping these agreements and the results of fulfillment remains low [9].

The population is not informed enough about the existing system of a collective-bargaining regulation (only 8 % of interviewed citizens (16.3 % of those who are trade unions members) knew about the concluding of the Master agreement for 2010–2012); the social dialogue disappears because of a high probability of entering of the governmental authorities the «alliance» with the employers concerning the reduction of the demand on the part of trade unions [8].

In spite of the positive dynamics of the growth rate of nominal wages in the economy of the western regions of Ukraine by 12.2 % during 2013–2014, the rates of its growth have been the lowest for the last 5 years and have been accompanied by such negative tendencies: inflation (on average 124.9–125.7 %) went ahead of nominal growth of a salary in most sectors of economy, which led to 3–5 % decrease in real income of population in the investigated regions in comparison to the previous year (average monthly earnings in Lviv, Volyn', Rivne and Transcarpathian regions amounted to 93.5–95.7 % of the same indicator in 2014) (table 2); the number of population with average per capita general month incomes, which were lower than minimum living wage, amounted to 10.5–10.9 %. [7].

In 2014, 4.5–6.7 % (4.4 % in Ukraine) of hired employees in the construction, trade and restaurant business in Chernivtsi, Ternopil, Rivne and Lviv regions were paid in the amount of minimum living wage. We

assume, that the reasons for such a low level of salary were the absence of large industrial enterprises and the fact that most managers of small and medium-sized enterprises paid the salary to the employees on the basis of its minimum level. This, in particular, shows that the biggest number of employees in education, trade, construction, postal and courier activities, activities in the spheres of administrative and support services, temporary arrangements for providing food in some regions receive by 11–42 % lower salaries of the region-wide level.

We want to add that the prevailing of average salary over the subsistence minimum for able-bodied citizens (1218 hrn) in 2–2,9 times, did not solve system contradictions in the remuneration of labor and did not make employers reduce the volume of the debt on salary payment to the employees of enterprises, companies and organizations of the western region of Ukraine, which increased by several times at the beginning of 2015, particularly: the debt increased by 1.6–10.6 times in Lviv, Volyn' and Rivne regions, the highest growth rates of this indicator were observed in Chernivtsi region (by 26.8 times) (table 2).

The imbalance of social policy, the spontaneous and unregulated process of the reconstructing of the social security system resulted from the reducing of the targeting and the quality of provided social services, scattering of allocated for social security budget means were accompanied by the worsening of an access of population (especially in rural areas) to the network of social services for receiving professional social services, the absence of ramified network of the social security institutions.

It should be mentioned that the network of social service is created and functions in all the western regions of Ukraine, at the same time, as of 1 January 2015 there were no night shelter establishments for homeless citizens in Transcarpathian region; only 1 social hotel functioned in Lviv and Chernivtsi regions. The level of service for homeless people remained insufficient (in 2014 the largest number of people to whom the services were provided were 206 people in Chernivtsi region, the least

Table 2

**Destructive changes in the real and nominal incomes of the population  
of the western regions of Ukraine in 2014–2015**

Western regions of Ukraine													
Volyn		Trancarpathian		Ivano-Frankivsk		Lviv		Rivne		Ternopil		Chernivtsi	
2014	2015	2014	2015	2014	2015	2014	2015	2014	2015	2014	2015	2014	2015
Average nominal salary, hrn													
2580	2721	2553	2744	2679	2875	2789	2961	2844	3033	2359	2527	2484	2578
Average nominal salary in ratio to the average indicator across Ukraine, %													
79,0	78,2	78,2	78,9	82,1	82,6	85,4	85,1	87,1	87,2	72,3	72,6	76,1	74,1
Average nominal salary in ratio to the previous year, %													
110,3	105,5	108,6	107,5	105,5	107,3	108,2	106,2	110,4	106,6	107,9	107,1	106,6	103,8
Average real salary in ratio to the previous year, %													
111,0	93,5	109,4	95,6	106,6	95,2	109,2	93,3	111,5	93,9	109,3	95,1	108,0	93,2
Growth rate of salary payment debt (in ratio to the previous year, %)													
75,2	3,1 p.	78,5	48,9	93,4	116,3	81,7	1,6 p.	62,5	10,6 r	96,8	79,8	88,2	26,8 p.
Average salary according to the types of economic activity, hrn													
Business and insurance activity (the highest)													
5060	4724	3749	3973	3976	4325	5138	5640	3933	4369	3772	4254	3800	4296
Temporary arrangement for providing food (the smallest)													
1406	1523	1340	1562	1715	1462	1706	1636	1569	1510	1390	1476	1251	1396
Salary gap (the highest/the smallest), in times													
3,60	3,10	2,80	2,54	2,32	2,96	3,01	3,45	2,51	2,89	2,71	2,88	3,04	3,08

number in Volyn' region – 11 people). The absence of the mechanism of evaluation of population needs for types and volumes of social services and, as a result, for qualified employees in this sphere deteriorated the access of the population to receiving the professional social services and abandoned people who were in trouble.

It should be emphasized, that the low level of budget expenditures on social security of population as well as on social sphere and an insufficiency of the social service system financing reduced significantly the impact of social policy on the prevention of the negative socio-economic phenomenon among the population of the western regions. The expenditures on social policy in Ukraine exceed at least by 2.5–3 times the amount according to expenditure category «Social protection and social security» in the consolidated per capita budget and remain the lowest in the world: at the beginning of 2015, the volume of annual spending on social protection and social security amounted to 26.4 % of the total consolidated budget of Ukraine (9.5 % of GDP) and decreased by 1.3 percentage

points (0.7 pp) respectively in 2014 (in France – 30.8 %, in Denmark – 29.7 %, in Sweden – 29.4 %).

In 2014 the negative changes in financing the pension maintenance for the population of the western regions of Ukraine took place: in dollar terms an average scale of pension was 85,9 \$ (1349 hrn) and decreased by 21 % in comparison to the same period in 2014, at the same time, the proportion of an average pension and average salary was reducing much more slowly – from 46.4 % in 2001 to 52.3 % in 2014 in Lviv and 47 % in Chernivtsi regions.

An insufficient level of development and efficiency of social infrastructure functioning, the absence of real possibilities to reform the social complex of rural areas in the western regions increased the risks of the reduction of the intellectual, spiritual and physical level of population due to the staff imbalance in supplying medical and preventive institutions and low level of finance assurance of the health care system.

We want to add that the formation of staff resources in health care system of

the western regions of Ukraine was accompanied in 2013–2014 by a decrease of the number of hospitals and outpatient institutions in Volyn', Ivano-Frankivsk and Lviv regions by 0.5–4 %, and the number of hospital beds per 10 thousand people had decreased by 11.5 % on average for 5 years. The number of nurses per 10 thousand inhabitants remained stable (78.3), but was higher than in the territory of the European region (71.3): from the minimum in Greece (33.8), till the maximum in Norway (152.9). In most areas, there exists an imbalance of staffing support between urban establishments and institutions in rural areas. The main reasons for the low staffing level in the establishments in rural areas is the lack of motivation (low remuneration of labor and imperfect social conditions) to attract personnel, and, as a result, the reluctance of doctors to work in remote areas of the region [6].

The financing of the medical industry facilities in 2014 was mainly aimed at the remuneration of labor (81.6–85 %), while at medications and bandages – 3.9 %, at food – 1.8 % of the overall estimate. Availability of medications for a patient per day in some districts of Transcarpathian region has not changed for three years and reached 29.02 hrn., as well as food expenses – 16.1 hrn. The annual drug expenses in public institutions amounted only to 5–6 % of the total costs and were constantly decreasing, forcing households districts to pay for the vast majority of medicines and medical supplies (94–95 % of drugs during 2005–2014 were purchased by households).

As a result of an accelerated informatization of society, the preservation of residual social funding principles, the deterioration of material and technical equipment and of the level of art and culture institutions network, the rates of social infrastructure reformation remained low and the change of development priorities in cultural and educational complex took place. The enhancing of the possibilities to access the Internet network caused a sharp reduction in the number of libraries and library stocks; the public interest of population of regions in the traditional forms of cultural participa-

tion has weakened. The problem of staffing support in the cultural institutions remains urgent because of an unpopularity of this profession, a low salary and an absence of a system which helps to draw personnel to the field of culture and arts.

The rates of the reorganization of secondary schools network in rural areas and the level of infrastructure development of a preschool education remained rather slow. Thus, at the beginning of 2014/2015 academic year the reduction of the number of pupils (the maximum number of pupils per class in 1–11 grades in some areas of Lviv region was 12.82 %) caused a decrease in the number of secondary schools [1].

The consequences of the decrease of the level of preschool education development in most western regions were: reducing of the level of children coverage by the preschool education institutions to 49 % (in Lviv region). As of 1 January 2015 the level of coverage by preschool educational institutions of children at the age of 1 to 6 in particular districts of Volyn region was 59 %, Lviv region – 40.1 %; low coverage by various forms of non-formal education, which amounts in some parts of the western regions to 60 % of total number of pupils; the worsening of social status of preschool education workers that was accompanied by low salary of nursery teachers (a salary of a nursery teacher amounts to 50 % of that of a teacher in a secondary school) and high teaching load (up to 30 hours per week, whereas a teacher of a secondary school has 18 hours).

And finally, we want to mention that the systemic drawbacks in housing construction reformation and restructuring of housing infrastructure emerged because of the violation of the norms of buildings commissioning and limited financial support of housing construction in rural areas by the state and local budgets. Thus, despite the high growth rate of housing stock at the beginning of 2015 (an average by 1.5–2 %), the decrease in housing spaces, with water supply, drainage and sewage (the percentage of of gross floor area, equipped with water supply, sewage, central heating, gas and hot water supply) amounted to 50–55 %, and the rate of its growth amounted only

to 0.8–1 % per year in the Volyn region and from 10.6 to 12 % in the Transcarpathian region. 80 % of rural areas and rural households in most western regions still do not have engineering facilities, water supply and drainage infrastructure.

Taking into account the defined economic obstacles and critical social factors, which do not contribute to the ensuring of the balanced development of the western regions of Ukraine, it is advisory to create an interagency body responsible for coordinating the activities in the sphere of balanced development of the western regions of Ukraine and for implementation of a holistic territorial approach to the social security system reforming and to the social complex reorganization, including the integration of regional policies (for example, a department or an agency of balanced development with the authority to coordinate economic, social and environmental policy). Within this body, one must create units for reforms management, which are able to provide the elaboration of a strategy for social policy reforms and to implement the directions of social consolidation of region population.

Besides, we think that the priority directions and means of activation of the social policy influence on the region economy growth should become as follows:

1. The strengthening of the educational component influence on the formation of high quality labor potential and scientific support in the sphere of balanced development of the region and the realization of a space strategy of regional labor market development from short and long-term prospects. In order to create a system of strategic planning of the economic needs of the western regions for highly trained professionals according to the types of economic activity and in terms of professional qualification one should ensure the formation of the system of educational institutions to provide prime educational services using available resources. This requires the creation of education districts and modernization of the network of secondary schools, vocational training schools including boarding schools; improvement in the quality and equal access of popula-

tion to the general secondary education, especially in rural areas.

A systematical conducting of the fairs of jobs, careers, educational programs and services for graduates of secondary schools, the promotion of workers' occupations, priority economic activities through professional excursions, professions presentations and open days in education establishments can become the important steps towards social complex restructuring. In order to ensure the completion of the tasks defined by regional integrated program «Teacher» for 2013–2022, the bodies of village councils and district administrations should assist in preparing educational specialists from among rural youth by issuing at least 100 targeted referrals for admission to universities for teaching professions.

2. Reducing the level of socioeconomic disparities and poverty, improving the level and quality of working life of the economically active population of the western regions. With this purpose, it is necessary to ensure the enhancement of the role of local authorities in solving the problems of poverty and the decentralization of social support programs on the basis of principal assigning of taxes to local budgets, separating the functions of social programs financing from their implementation, creation of separate mechanisms of fundraising, their purpose and use and the direction of funds from the privatization of state enterprises on social programs, primarily for pension maintenance for population.

Taking into consideration the experience of Estonia, it is appropriate to amend the Law of Ukraine «On Social Dialogue in Ukraine» for admission of the representatives of the Department of Labor and Social Protection of the district administration and department of the National Mediation and reconciliation in the region to the category of social dialogue participants at the territorial level. In addition, within the framework of the adoption of Concept of Social Policy of Ukraine till 2023, regional and district administrations should elaborate a project of a roadmap of joint actions of social partners to overcome the «areas of social injustice» in the workplace, which

will reduce the levels of differentiation in labor remuneration and minimize the risks of the appearance of shadow schemes in labor remuneration.

3. Promoting the efficiency of social policy with forming institutional framework for balanced development towards the improvement of the social security policies and of budgetary mechanisms of social support implementation. In this context, in order to improve the system of intergovernmental transfers for financing the spheres of social protection and social security, one should direct most of the budget funding at providing social services in communities, but not at the maintenance of a cumbersome system of stationary type budget institutions, as it happens now; one should introduce a system of penalties for people who enjoy the benefits which do not belong to them; it is advisable to simplify the system of management of privileges and accounting the categories of citizens eligible for benefits; to provide local authorities with an implementation of the mechanism for issuing vouchers for social assistance, compensation and additional payments for persons engaged in caring for the disabled, which will not only improve the quality of social services, but also facilitate the creation of additional employment opportunities with the help social sphere; introduce the practice of guarantee documents that provide similar high-quality, affordable and professional services.

4. The social infrastructure reforming and social complex reorganization of the western regions of Ukraine, by promoting balanced development of rural settlements. One should support the intensive development of the infrastructure of cultural and educational complex in rural areas and the preservation of cultural institutions in rural areas. At the same time, in order to continue health care reform of Centers of primary health care in cooperation with the central district hospitals, one should ensure the gradual establishing of points of emergency medical care in villages and conduct preparatory work for the creation of hospice and hospital points in the areas to treat seriously ill patients. In its turn, the

satisfaction of housing and municipal and everyday needs of population, making housing affordable for residents of rural areas, should be achieved through strengthening the joint responsibility of departments of building and architecture of district administrations and municipal companies «Investment fund of social sphere and industry facilities» for the implementation of regional target program support for individual housing construction «Own house» in 2012–2015.

At the stage of significant economic shocks, social policy reforming becomes more and more important, because it can prevent the growth of negative trends in the economy of the country as well as at the regional level.

Hence, primary directions and means of activating social policy influence on the ensuring the priorities of balanced development of the western region and the growth of the regional economy should include, except for implementing a holistic territorial approach to reforming the social security system and reorganization of social complex, the realization of the spatial development strategy of regional labor markets development from short and long term prospects and the enhancing of the influence of the educational component on the formation of high quality labor potential and scientific support in the field of balanced development of the region and reducing social and economic inequality and poverty, improving the level and quality of working life of the economically active population, forming the institutional framework of balanced development towards improvement of the social protection policies and budgetary mechanisms of social support realization, the implementation of a holistic territorial approach to the social infrastructure reforming and the social sector reorganization.

Consequently, while doing further researches, one should focus on means of activating the realization of the strategic priorities of social policy in the context of the social complex reforming, improvement of social security and economic development of the western region in general.



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