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**Modern problems in the sphere of housing and communal services**

**and the quality of life of the Far-Eastern society**

*The level and quality of life of the population are the most important criteria for evaluation of the efficiency of social and economic policy of the state. In the Far East we suggest to consider the level and quality of life of the population through the life support system functioning in a certain social and economic environment and interacting with the system of managing of the state in the housing-and-municipal sphere. It is possible to evaluate efficiency of the state policy in the housing-and-municipal sphere from the point of view of functioning of the social organizational and managerial mechanism regarding provision of the privileges, benefits, subsidies. Not only the level of satisfaction of need for housing, but also the private indicators can be understood as a cumulative social effect: amount of the entered housing; amount of the raised funds; the population shares which had an opportunity to solve the housing problems independently.*

**Современные проблемы в сфере жилищно-коммунального хозяйства**

**и качество жизни дальневосточного социума**

*Уровень и качество жизни населения являются важнейшими критериями оценки эффективности социально-экономической политики государства. Уровень и качество жизни населения на Дальнем Востоке мы предлагаем рассматривать через систему жизнеобеспечения, функционирующую в определенной социально-экономической среде и взаимодействующую с системой хозяйствования государства в жилищно-коммунальной сфере. Оценить эффективность государственной политики в жилищно-коммунальной сфере можно с точки зрения функционирования социального организационно-управленческого механизма в части предоставления льгот, пособий, субсидий. Под общим социальным эффектом может пониматься не только уровень удовлетворения потребности в жилье, но и частные показатели: объем вводимого жилья; объем привлекаемых средств; доли населения, имевшие возможность решить свои жилищные проблемы самостоятельно.*

***Keywords:*** *development of the Far East, quality of life, life support system (housing and public utilities), migration of the population in the region.*

***Ключевые слова:*** *развитие Дальнего Востока, качество жизни, система жизнеобеспечения (ЖКХ), миграция населения региона.*

*"We shall be strong in our Far East not for fight, and for cover of our national cultural work which is also a historical mission"*, – P.A. Stolypin [1].

The Far East – the largest region on the territory of the country– 6,2 million sq.km (36,4% of the territory of the Russian Federation). Population as of January 1, 2016 – 6 million 194 thousand 969 people (the reference: 1993 – 8,032 million persons). The population is multinational, small, the average density – a little more than 1 person/km2. The population is generally concentrated in a favorable southern part of the region, along the Trans-Siberian railway. Urban saturation makes 76% – it is one of the highest levels in Russia. The large Far-Eastern cities: Khabarovsk, Vladivostok, Magadan, Petropavlovsk-Kamchatskiy.

In the days of the Soviet power in the Far East there were 318 residential locations, including 47 cities and 4674 rural settlements. In the USSR in the cities the processing industry, power prevailed, organizations of management, science, education, cultural and community servicing were developed. Large-scale machine enterprises based on the use of powerful equipment, the centers of production for conversion of agricultural products, timber industry, trade, transport worked in the rural zone. The settlements of geological parties, hydrometeo service stations expanded that allowed provide the living conditions which are brought closer to the city.

It is possible to evaluate efficiency of the state policy in the housing-and-municipal sphere from the point of view of functioning of the social organizational and managerial mechanism regarding the provision of privileges, benefits, subsidies. Not only the level of satisfaction of need for the housing, but also the private indicators can be understood as the cumulative social effect: amount of the entered housing; amount of the raised funds; the population shares which had an opportunity to solve the housing problems independently.

For the long history of development and development of the region it is possible to allocate several models of life support of the population replacing each other determining the strategy and the tactics of managing of the state in the housing-and-municipal sphere, including, the Far-Easterners directed to a growth in prosperity. As V.Z. Chernyak fairly noted, it is necessary to consider the housing as "a part of general system of development of the territories where the apartment or the house, and a conduct of life" is created [2]. However "the housing question" was traditionally considered in total the problems relating to the unsatisfactory living conditions of population.

Forming of a system of living in the Far East was one of the conditions of survival of the person for this reason content of economic and political institutes of the Russian state was determined by the tasks of protection, preserving and use of the municipal and technological environment. "This territory isn't a riddle: the people live in it", – P.A. Stolypin at a meeting of the III State Duma said on March 31, 1908, addressing the deputies on the need of construction of the Amur railroad, about a strategic importance of the Russian Far East for Russia. Stolypin noted that "… in the presence of the state, densely populated neighboring to us, this suburb won't remain desert. In it the stranger will come" [1]. For the purpose of forming of resident population in the region till 1917 the resettlement policy which component was the state support to the immigrants was actively performed. In particular, the housing construction was removed from the taxation. Separate groups of taxpayers (religious associations, public organizations of disabled people, museums, libraries, almshouses) who participated in creation of a social infrastructure were exempted from the taxation under certain conditions. Privileges were provided also on housekeeping to the owners of socially important objects (baths, laundries, etc.). As a result in the Far East the number of objects of the housing and municipal infrastructure quickly grew, favorable conditions for life support and the activity of local population and immigrants were created.

The Far East of Russia held a specific place and in the plans of the Soviet management. Partially they were sounded by the chairman of the Central Election Commission of the USSR and VTsIK of the USSR M.I. Kalinin in the report at the first regional congress of the Councils (1926): "… powerful and all-round development of economy and culture of the Far-Eastern region has enormous not only economic, but also political value" [3].

Industrialization required not hundreds, but thousands of working hands any more. Attraction of the population to the eastern regions of the country by forming at the citizens of economic interests in moving to the new residence gave the highest rates of population growth among the economic region of Russia. The Far East had many years a considerable population growth. Dynamics of the population can be provided according to the censuses of 1926, 1939, 1959, 1970, to 1979, 1989 (fig. 1).

*Fig. 1. Population of the Far East (one million people) [4]*

Privileges which attracted people to the Far-Eastern suburb of Russia carried out the role, but that immigrants remained on a permanent residence, it was required to develop the social and housing-and-municipal infrastructure. The priority direction determined the housing construction that served as a restraining factor of the outflow of population.

Special significance was attached to a domestic construction. Only in 1985 the input of living space in operation made 3190 thousand sq.m, including on the regions: The Jewish – 145 thousand sq.m, having increased a regulation of living space to 13,5 sq.m by one person (13,9 sq.m for the city dweller); the Kamchatka – 224/11,3; the Magadan – 190/12 (12,2); the Amur – 481/12,3 (14,3); the Sakhalin – 353/14,1 (13); in the Primorsk – 939/13,2 (13,4) and in Khabarovsk – 791/13,5 (14,2) territories; the Chukotka autonomous region – 67/10,9. For the 12th five-years period in the Far East it was planned to construct 22,7 million sq.m of living space [5]. However it wasn't succeeded to execute the planned. Already since the end of the 1980th decrease in the commissioning of dwelling stock, in 1990 – 3124 thousand sq.m, in 1992 – 1732 thousand sq.m began, i.e. in two years there was a reducing the amounts of construction of a housing stock more than for 55%. Sharp recession of financial provision of the construction industry was a basic reason of failure to carry out of the housing project. Average about the country the regulation of living space on one remained inaccessible to most of the Far-Easterners. If in RSFSR in 1992 it equaled 16,8 sq.m, then in the regions of the Far East from 13,8 to 15,6 sq.m. The exception made the Magadan region – 17,1 (17,4) and the Chukotka autonomous region – 16,8 sq.m [6].

From 1990 - 1995 the life support system of the population of the Far East created in decades was destroyed. The suspense of housing problems and decrease in attention of the Center to the needs of the Far-Easterners led to acceleration of the outflow of the Russian-speaking population from the region. Since the beginning of transition to the market relations in 1991 - 1992 for the first time in the Far East decrease in the total number of population was registered. The number of citizens because of the migratory outflow decreased by 0,1 million people, but in 1993 – by 245,8 thousand persons. Having lost the hope for solution of the housing problems, the Far-Easterners began to leave the region. From 1990 for 1992 from the Far East 124,3 thousand people left (1,76%), from them the urban population – 2,76 thousand people (2,22%), including, respectively, from the regions (one thousand people): The Jewish – 0,8 (0,7%); the Kamchatka – 16,3 (12,3%); the Magadan – 53,5 (45%); the Sakhalin – 3,6 (3,3%); the Amur – 11,2 (30,9%); from the Khabarovsk territory – 9,5 (8,8%); from the Chukotka autonomous region – 29,4 (22%). At the same time, due to the moving of population from the north-eastern regions of the Far East the population of the Primorsky territory increased by 2,1 thousand people (with 2297,3 to 2299,4) [7].

Intensive outflow of the population, especially from the northern territories of the region, was caused by the fact that the privileges established by the state and salary supplements in the conditions of galloping inflation lost the stimulating role and ceased to provide the worthy level of living.

Life of a family, society, country requires special activities for the living conditions of each person in which two different types – creation and preserving the objects of housing and public utilities are inseparably linked. Each type of activity in the housing-and-municipal sphere are differently comprehended and will be organized. Aging of a housing stock, its fast transition to a category of shabby and emergency threatens even the physical safety of many residents of Russia. According to the commonly adopted regulation, depreciation of the stone buildings reaches 70% in 40 years, and the wear-out – in 59 years. Nearly 40% of Russians live in the houses built till 1970th that is to these houses for 40 - 50 and more years. At least a quarter of these houses belong to the dilapidated and hazardous housing (nearly 200 million sq.m of housing). The most part of Russians lives in the houses of 1970 – 1990.

The housing and public utilities since the end of the 1980th in the face of all society gradually degraded", but all attention was aimed only at the positive development connected with a construction of new housing therefore the system of managing in the housing-and-municipal sphere became a critical social problem in Russia.

The condition of housing and public utilities is one of the main indicators of level of living of the population, and the power should aim at its equalization in all territory of the country [8]. The level of living of population of the certain regions such as the Far East, can be raised due to the state support of housing and public utilities that will allow lift the housing-and-municipal servicing of population of the territories, remote from the administrative center, and to overcome the crisis state of accounting the entities in the housing-and-municipal sphere.

Considering the current state of regional economy of the Far East, national structure and demographic problems of the living local population, especially urgent to remember P.A. Stolypin's prevention: "If we sleep a lethargical sleep, then this territory will be impregnated with someone else's juice and when we wake up, maybe, it will be Russian only according to the name" [1]. In the last decade in the region especially the number of citizens of the People's Republic of China and the former republics of the USSR considerably increased.

The state policy on creation of the conditions for life support of the population and its activity in the country, including in the regions, is a social reality therefore reasonably is considered as a part of social policy and as the mechanism of social stabilization of the society in which the housing and public utilities represent the difficult system instrument of the solution of tasks of social value. In the country such gap between the potential of development and the extent of its implementation isn't found out anywhere as in the territory of the Far East, and there is no such dependence of housing and public utilities on self-development of the macroregion from the policy of "the federal center" anywhere.

For the safety of the Far-Eastern boundaries of Russia, improvement of the life support system of the Far-Easterners the complex problem resolution in the housing-and-municipal sphere and transformation of the management system of housing and public utilities is required again.

Privatization of housing led to an appearance of the owners of premises without legal fixing of shares of a common property in MCD and to the creation of managerial structures in the system of municipal and private managing. However regulation and tariffing of housing and communal services remained. Transformations led not only to the liquidation of the Soviet model of housing and public utilities, but also to a sharp deterioration in the domestic provision of population.

Having proclaimed in March, 2001 "The strategy of development for housing and municipal spheres at the present stage" and the Federal target program "Reforming and upgrade of the housing-and-municipal complex of the Russian Federation", the country leaders couldn't make significant progress. To provide the population with the public benefits, not only the corresponding social and economic policy, but also a crisis-free condition of housing and public utilities is required.

Basic problem of housing and public utilities is violation of a natural cycle of reproduction of the infrastructure which state is estimated as "municipal catastrophic crash": critical state of a housing stock and the objects of municipal infrastructure.

Transformation of the state policy in the housing-and-municipal sphere since 2001 laid the foundation for forming of new modern model of housing and public utilities in the terms of return to the different types of property and to the market relations. However insufficient coordination of actions from the state bodies and local self-government in the problem resolution of the industry doesn't allow solve the collected and the Post-Soviet problems.

In the modern financing terms when the consumers and the budgets of all levels pay activities of accounting the entities almost uncontrolledly, the effective management system isn't created by the objects of housing and public utilities and the control of them. As a result: the overestimated rates for services, unreasonable privileges to the population, shortcomings of the organization of managerial structure.

The problem is and a lack of regulation of the economic relations in pricing and the rates on power – water – heatresources. In particular, the unstable cash system or monetary management generates inflation (deflation), distorts the prices structure, falsifies balances and makes impossible the correct economic calculation of domestic product cost, will paralyze the economic initiative and a will to expansion of the scales of economic activity of the subjects of housing and public utilities, and the closed markets reduce a capability of competition to induce to activization of the economic activity, limit selection of the most fair entrepreneurs capable to qualitatively render the housing and communal services.

The movement of cash flows isn't transparent and there is no control of a target expenditure not only the budgetary funds, but also the means from the consumers of housing and communal services. Regulated monopolies get unfairly high profit, resorting to the accounting tricks to exaggerate the expenses. The prices for them are established so that natural monopolies get the profit on regulation that promotes the inefficient use of resources.

As the object of technological management the apartment houses, municipal boiler rooms, i.e. the infrastructure are considered, however from the general economic positions in the housing sector it is necessary to carry to the objects of management and control:

- interbudget relations in the part concerning financing of the expenses of housing and public utilities from the budgets of different level;

- prices and rates for housing and communal services;

- licensing of activities and certification of the services;

- program implementation (federal, regional and local) on development of the territories and housing and public utilities;

- system of social protection of the needing segments of population both in the case of fee of housing and public utilities, and in the case of provision of housing on the social norm;

- energy resources saving in the housing-and-municipal sphere as an indivisible element of economy and saving of resources in the economy.

Lack of the competition among the accounting entities serving the housing stock, and a monopoly position of the entities suppliers of the utilities. The competition practically doesn't develop as the housing and communal services are provided generally within these or those social programs.

Since 2002 licensing was stopped also the possibility of control of the accounting entities of private entrepreneurship and the collective business holding a monopoly position was lost. The state shouldn't have stopped licensing during such period, difficult for the industry, as the reforming of housing relations allow merging of the regulatory and licensed authorities in a single system, under a single management. Return to licensing doesn't guarantee the high-quality housing and communal services and liquidation of corruption in the housing and public utilities which still remains to one of the most criminalized economy industries. The state housing supervision isn't exercised concerning the managing organizations which are carrying out the activities for management of apartment houses based on the license (edition of 21.07.2014 No. 255-FL). Deficit of professional personnel complicates the position in the housing and public utilities. In the modern conditions, unlike the Soviet period, the system of vocational training is poorly developed.

Thus, the state policy in the housing and public utilities needs an enhancement regarding the creation of effective state control and accurate determination of an object of management and control. In particular, the control in housing and public utilities shall be a component of the state policy. Creation of housing police in the system of the Ministry of Internal Affairs and entering of direct contracts between the subjects of housing relations can promote establishment of tough control.

It is reasonable to determine the system of preparation and retraining of teachers of advanced training by the specialists of business performing the activities in housing and public utilities and to enter a legal general compulsory education for the population on topical issues into the housing and public utilities.

So, the problems designated above require the immediate solution at the national level. Especially it is urgent in the conditions of restriction of material and financial resources, the problem of development of optimum strategy of control and a criteria of social and economic feasibility of operation of the objects of housing and public utilities taking into account the sanitary and ecological factor and in the consumer interests is most urgent.

In the forum materials concerning the housing and public utilities (on December 10 – 12, 2012), in the President's letter of V.V. Putin to the Federal assembly of Russia (12.12.2012) and in the decision of the State Council of the Russian Federation (31.05.2013) special attention was paid to the need of problem resolution of industry and improvement of the quality of housing and communal services.

Still there is urgent a purpose of the state – "… creation in the Far East of attractive, comfortable conditions for the life of people that people aimed to be proved here, felt real benefits to themselves and the families, to life in this region of the country that they had all opportunities to get the quality education, modern medical care, to purchase or lease worthy housing", – V.V. Putin a noted t the meeting of the Presidium of the State Council concerning development of the Far East and Transbaikalye (29.11.2012). The State policy received a new boost for its change according to the State program of the Russian Federation "Social and economic development of the Far East and the Baikal region" approved by the Order of the Government of the Russian Federation of March 29, 2013 No. 466-r. Priority tasks in the housing-and-municipal sphere of the region are determined: to provide the rapid growth of housing construction, services of cultural and community appointment and the housing and communal services. The solution of tasks shall lead to achievement of one of the program purposes: "... to the cardinal improvement of social and demographic situation in the territory of the Far East, to the creation of conditions for reducing the outflow of population, providing a migratory surplus with prevalence of the qualified specialists by providing in the territory of the macroregion of the middle-European level of living of the population".

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