

Lina Savchuk

PhD student of ORIPA NAPA under the President of Ukraine

REFORMING THE SYSTEM OF SOCIAL SERVICES' PROVISION OF IN UKRAINE UNDER DECENTRALIZATION OF POWER

The article considers the system of social services as a kind of social investment, which, under the conditions of their effective use, should promote the development of both individual and Ukrainian society as a whole. Therefore, a real assessment of its effectiveness and quality determines the relevance of this research, and in the future, it will be possible to determine the priorities and ways of improving both each individual social service and the entire system of social assistance.

Key words: *policy in the field of social protection of the population; decentralization of social services; public administration.*

Ліна Савчук

аспірант ОРІДУ НАДУ при Президентові України

РЕФОРМУВАННЯ СИСТЕМИ НАДАННЯ СОЦІАЛЬНИХ ПОСЛУГ В УКРАЇНІ В РАМКАХ ДЕЦЕНТРАЛІЗАЦІЇ ВЛАДИ

Вирішення соціальних проблем є одним з пріоритетних напрямів державної політики України. Незважаючи на значну кількість видів соціальних послуг, що надаються вразливим категоріям населення, та розгалуженість самої системи соціальних послуг, проблемою залишається їх відповідність якісним нормам та наближення до європейського і світового рівнів. Розв'язання даної проблеми шляхом реформування існуючої системи соціальних послуг в напрямі підвищення їх якості є актуальним для сучасної соціальної політики України, перш за все через те, що якісні послуги не тільки посилюють захист конституційних прав та свобод громадян, а й задовольняють фізичні, соціальні та культурні потреби людини. Сьогодні ми проходимо етап основних перетворень, який можна охарактеризувати як перехід від соціального забезпечення радянського зразку до соціального захисту, від забезпечення всіх до адресної допомоги, що відповідає вимогам сучасного світу. Досвід, здобутий за часи формування соціального забезпечення та захисту громадян, повинен стати підґрунтям нового етапу якісного соціального обслуговування населення як однієї з ланок соціальної політики України.

В Україні органи державної влади не сприймають повною мірою громадянське суспільство як рівного партнера в системі організації та надання соціальних послуг і не готові передавати фінансові ресурси й частину повноважень у цій сфері недержавним громадським організаціям. Водночас успіхи окремих організацій, зростання довіри до недержавних організацій з боку влади та громадян свідчать про те, що формується тенденція до розширення впливу громадянського суспільства і в соціальній сфері. Підвищення ролі недержавних громадських організацій у реформуванні системи надання соціальних послуг є об'єктивною передумовою розбудови демократичного, соціально справедливого суспільства.

Підвищення рівня співпраці з недержавним сектором удосконалив підхід до модернізації соціальних служб та сприятиме повному соціальному охопленню послугами найуразливіших категорій населення, ранньому виявленню проблемних сімей та своєчасному наданню їм адресної та якісної підтримки працівниками як соціальної сфери, так і працівниками інших галузей. Таким чином, сучасні соціальні послуги, які існують в першу чергу, на засадах соціального партнерства, спрямовані на інтеграцію людини в суспільство, а не тільки на матеріальну підтримку, до того ж враховують індивідуальні потреби користувачів та передбачають застосування особових програм, планів по виходу із скрутного становища.

Ключові слова: *політика у сфері соціального захисту населення; децентралізація соціальних послуг; публічне управління.*

Постановка
проблеми

The domestic system of social services and provision of social services to people in difficult living conditions and in need of outside help, in many respects, does not meet the requirements of the present, international norms and standards in the field of social protection of the population and does not meet the needs of Ukrainian society. In general, the existing system of social services remained rather cumbersome and ineffective. It is characterized by excessive centralization and state monopolization of the provision of social services, based on non-transparent benefits and ineffective social payments, provided by a bureaucratized wide network of state and municipal social security institutions and social services.

Аналіз
останніх
досліджень
і публікацій

Issues of social policy are developed in their writings by such scholars as Libanova E.M., Novikov VN, Dubich K., Makarova O.V. [2], Semigina T.V. [5], Reut A.G. [4], Kravchenko M. [1] and other. Their research is aimed at the study of theoretical and methodological, methodological and practical issues concerning the system of social protection of the population, increase its efficiency and further improvement. At the same time, some theoretical and practical issues, in particular concerning the latest trends and innovative processes in the system of social services of Ukraine, are still not sufficiently developed.

© Савчук Л. І., 2019.

Виділення
невирішених
раніше
частин
загальної
проблеми

The need to overcome the above problems that impede the formation of Ukraine as a European state requires reform, including in the field of social services. In this context, the issue of the development of social services on the territory of Ukraine and the consideration of the establishment of

this sphere at the local level, where the direct contact of "the population with the authorities" is taking place, are of unquestionable urgency. That in turn has an unconditional influence on the process of providing social services, the perception of the population quality of services received.

Мета

The purpose of the article is to distinguish in the system of social services the latest trends and innovative processes, in particular regarding the decentralization of management and the strengthening of the role of local self-government in determining the need, planning, financing and organization of provision of social services.

Виклад
основного
матеріалу

The existing sphere of social services in Ukraine and its activities is regulated by many legislative and regulatory acts defining the basic organizational and legal framework for support of the needy sections of the population. The main legal act defining the organizational and legal basis for the provision of social services is the Law of Ukraine "On Social Services", where the term "social services" is understood as a set of legal, economic, psychological, educational, medical, rehabilitation and other measures aimed at individual individuals or social groups that are in difficult living conditions and in need of out-of-pocket help in order to improve or reproduce their livelihoods, social adaptation and return to full-fledged life [3]. According to this law, social services may be provided both in return for payment and in two forms: 1) material assistance which is in the form of cash or in kind, and 2) social services or social services themselves.

In view of the fact that social services are state-owned, it in turn pledges to guarantee to persons in difficult living conditions and in need of out-of-home assistance (elderly people, invalids, orphans, etc.), provision of social services services of certain quality standards and bears the responsibility for it. Therefore, the state should create conditions for the functioning of the social services market and ensure compliance with the entities providing such services, develop the economic basis for the provision of such services, etc. However, the provision of social services cannot be limited to economic aspects, as this process is closely linked to the definition and observance of state-guaranteed social standards, the provision of information to the public about such services, etc. That is, the provision of social services should be viewed as a social process that requires not only the development and implementation of economic policies, but also through the prism of integrated government and government influence through the use of appropriate legal, informational, organizational, scientific, financial and other measures.

At the same time, an extensive network of social institutions and institutions that are subordinated to various ministries and departments, causes a lack of a unified approach to funding of inpatient facilities providing social

services. They are financed from budgets of different levels, besides, the funding schemes vary considerably depending on which one or another institution belongs to the system administrator of budget funds. Thus, expenditures for stationary institutions subordinated to the Ministry of Health are determined by the structure of the population of the respective administrative-territorial unit, while expenditures for institutions under the management of the Ministry of Social Policy and the Ministry of Education - the number of persons in these institutions or the number of persons receive services from them.

Institutional inconsistency of stationary institutions of the system of social protection leads to the fact that they do not provide quality services, since budgetary funds are directed to the maintenance of state social institutions, and not to the needs of recipients of social services. The financing of stationary institutions is based on a single person rather than on a specific customer service, that is, practically nobody seriously carries out an assessment of what social services are needed in a particular region and in what amount, but to make such an assessment necessary, in addition to with a certain periodicity, to make the necessary adjustments when the situation changes. Such an approach leads to the dispersion and misuse of social expenditures, to abuse and corrupt manifestations. If there is, for example, an orphanage in the district, then the local authorities do their utmost to foresee in the budget funds for its maintenance. Often alternative ways are ignored, including the involvement of representatives of the non-governmental sector who can provide social services at home, rather than in a residential institution located far from the home, relatives and relatives of the recipient of social services [1].

Thus, Ukraine lacks a comprehensive approach and effective mechanisms for providing comprehensive assistance to a specific person who needs third-party assistance, which would lead to the elimination of a person from the state of poverty and social isolation, to overcome difficult life situations, to prevent, reduce or eliminate social problems. Unlike the civilized countries of the world, the cooperation with the non-governmental sector, with charitable and religious organizations, is still poorly developed.

An analysis of the provision of social services in European countries [6] suggests the development of social partnership in the triangle "state - business-community" through the process of decentralization of social services, which helps to reduce inequality of citizens in access to social, medical, educational and other services, their territorial approximation to place of residence of a person. Characteristic feature is the involvement of public, private and charitable organizations on a competitive basis, as well as open information for potential clients and stakeholders on the list of social services and state and non-state institutions that provide them in a particular area. Current indicators of the quality of social services make it possible to assess the impact of social services on improving the lives of the recipient of a particular service, as well as monitoring the effectiveness of the activities of social services and workers, etc. Paying attention to the mechanisms of state and independent monitoring of the quality of services and the operational system of sanctions for quality breach.

In our opinion, these approaches to the provision of social services can be easily implemented in Ukraine, as

many non-governmental organizations have experience in attracting additional financial and technical assistance from international donors and organizations, private business, have adapted newest technologies of social work and trained human resources. Currently, most centers of social services do not cooperate or inefficiently draw on the resources of the non-governmental sector locally. Another reason for the inadequate involvement of non-governmental organizations is the lack of a licensing mechanism for the provision of social services by public authorities.

The analysis of the essence of decentralization of social services in European countries made it possible to generalize the main problems of the domestic system of providing social services. The main problems include:

- a state monopoly in the field of providing social services and distribution of orders, which leads to bureaucracy, "manual" regime and reduces the quality of services;
- underestimation of the role of public, charitable, religious organizations and local initiatives in providing community-based social services;
- excessive dependence of local self-government on decisions of the central executive authorities, in particular, in the area of service planning and the formation of a network of social services, the formation and implementation of local budgets;
- lack of a thorough analysis of demand and supply of social services;
- absence of control system after providing services to a particular person and assessment by the client of the quality of social services;
- insufficient number of highly professional social workers.

First of all, it is necessary to overcome the unsystematic and inconsistency in the legislative sphere - it is advisable to create effective legal and organizational preconditions for the transfer of administration of social services to the local level to business entities, private individuals, non-state organizations, and the role of the state to leave as a customer and controller for compliance with quality standards by providers social services, performance of functions for standardization and licensing of social services and regulation of inspection, supervisory activities the ability to provide them. The state should control and regulate the activities of socially-directed institutions, organizations, institutions and enterprises, regardless of ownership and subordination, through social order and licensing, which will lead to competition and will stimulate the improvement of the quality of services. This is manifested in the control of the conditions for the provision of social services, the imposition of requirements to the level of skills of employees and the quality of provision of social services, etc. The licensing system operates successfully in the Great Britain, France, Luxembourg, Hungary, and Bulgaria.

In our opinion, the decentralization of social services will increase the responsibility of the non-state sector and local authorities for the quality, financial support, choice of the provider of social services, since they are closest to the needs of people, therefore it is better to identify the categories of people who in the particular region need priority attention and aid, as well as more rationally, can distribute public funds depending on the priorities and needs of their territorial communities.

Висновки

The achievement of more significant results involves reforming the system of social protection, in particular the sphere of social services, by matching services provided to the needs of the population, ensuring their availability and targeting, and improving their quality. Thus, by improving the existing system of social protection in Ukraine, the country will be able to increase its social standards and approach the European ones, and will provide Ukrainians with a new guaranteed quality of life.

International experience and problems that have accumulated in the national system of public administration indicate the need to give more authority to local self-government bodies in determining priorities of local social development, directing the work of local social services infrastructure to citizens, planning and managing budget resources for social protection and social security.

Decentralization of the sphere of social services benefits all actors in this process: the recipients themselves, as they will have access to social services that better meet their needs; communities, as they will better care for their members and, equally important, themselves will look for the best ways to solve their problems; the state, because its limited budget resources will be used more effectively, and citizens will be better equipped with the social services they need. Prospects for further exploration are the study of ways and methods of adapting the experience of providing social services in the context of the formation of modern conditions in Ukraine.

References.

1. Кравченко М. В. Механізми децентралізації соціальних послуг в Україні: Демократичне врядування. 2014. № 14.
2. Макарова О. В. Державні соціальні програми: теоретичні аспекти, методика розробки та оцінки: монографія. Київ: Ліра-К, 2004. 328 с.
3. Про соціальні послуги: Закон України від від 19.06.2003 № 966-IV. URL: <https://zakon.rada.gov.ua/laws/show/966-15>.
4. Реут А. Г. Система соціальних послуг для вразливих верств населення: новітні тенденції та інновації. *Демографія та соціальна економіка*. 2008. № 1. С. 190–200.
5. Семигіна Т. В. Соціальна політика, соціальна робота й охорона здоров'я: Як Україні досягти європейського рівня якості послуг?: зб. тез конф. ; за ред. Семигіної Т. В. Київ: Сфера, 2007.
6. Тофтїсова-Матерон Р., Дїмітрова М., Ньюмен К. Соціальні послуги: як побудувати українську модель на європейських підходах / Р. Тофтїсова-Матерон. Київ: Проект ТАСІС «Посилення регіональних соціальних служб в Україні», 2006. 225 с.