

## **PUBLIC ADMINISTRATION OF THE PROVISION OF SOCIAL SERVICES IN UNITED TERRITORIAL SOCIETIES OF UKRAINE: ORGANIZATIONAL ASPECTS**

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**Abstract.** *The article analyzes the current system of providing social services in the united territorial communities. The object of this study is the functions of public administration in the field of social security. The subject of scientific research is the system of providing social services in the united territorial communities. The purpose of this work is to identify the main features and opportunities for improving the organizational aspects of the system of providing social services in the united territorial communities. The article uses the method of generalization to analyze the system of providing social services and its main ones, as well as the formation of a list of problematic issues - analysis of the current system for the provision of social services in the united territorial communities. With the help of the analysis method, gaps in the regulatory and legal field regarding the current system for the provision of social services in the united territorial communities were identified. The comparison method was used to identify opportunities for applying the experience of social service centers as public utilities. In the practice of one community, the structure of the provision of social services is given and its functional analysis is carried out. Separately, the issues of financing the system of providing social services are analyzed, its main problems are highlighted, and ways to solve them are proposed in the conclusions of the article.*

**Keywords:** *public administration, united territorial communities, social services.*

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**Introduction.** In the course of decentralization, the powers to provide social services to the population are transferred from the central level to the local, that is, territorial communities. On January 1, 2020, a new version of the Law of Ukraine "On Social Services" came into force [1]. So, since the beginning of 2020, the distribution of powers of central and local authorities has changed, as well as the system of social services and its participants, the stages of identifying needs, planning, organizing and financing social services have been established.

**Literature review.** The issues of managing the system of social services are disclosed in the works of domestic researchers and scientists, such as: Yu. Azhnyuk, T. Kalita, S. Mishchenko, L. Sidelnik, I. Studenyak, I. Chuchka, Yu. Sharov, S. Yagudin, etc. d. The procedural and regulatory framework for the current system of providing social services to the united territorial communities is fixed in the legal acts of Ukraine. The systemic formation of the mechanisms of state administration and local self-government, the distribution of the competences of public authorities in this area was studied by M. Karpa [2-4].

**Aims.** The object of this study is the functions of public administration in the field of social security. The subject of scientific research is the system of providing social services in the united territorial communities. The purpose of this work is to identify the main features and opportunities for improving the organizational aspects of the system of providing social services in the united territorial communities.

**Methods.** The article uses the method of generalization to analyze the system of providing social services and its main ones, as well as the formation of a list of problematic issues - analysis of the current system for the provision of social services in the united territorial communities. With the help of the analysis method, gaps in the regulatory and legal field regarding the current system for the provision of social services in the united territorial communities were identified. The comparison method was used to identify opportunities for applying the experience of social service centers as public utilities.

**Results.** Powers in the field of social services are transferred to communities - as close as possible to the recipients of these services. Such powers are defined by the new edition of the law as the own powers of the communities. In order to implement them, an appropriate structural subdivision must be created in society. Every society has an obligation to provide basic social services. At the same time, each social service will be provided according to the relevant social standard approved by the Ministry of Social Policy.

The system of social services should be based on the following principles: focus on meeting the needs of recipients of social services; targeting of their provision; involvement of the recipient of social services in the independent solution of their own problems ; the provision of social services, taking into account specific needs and ensuring the residence of the recipients of such services in the territorial community; creation for the subjects providing social services, equal conditions in the market of such services; the quality and efficiency of the provision of social services, transparency in the provision of such services.

Let us consider the organization of the activity of the system for the provision of social services in the united territorial communities on a specific example. In the Baturinsky city territorial society, there is a communal institution "Center for the provision of social services" of the Baturinsky city council [5].

The main organizational activities of the center:

- carrying out social and preventive work aimed at preventing persons/families belonging to vulnerable groups of the population from falling into difficult life circumstances;
- providing individuals/families with a set of social services they need, according to the list of services approved by the Ministry of Social Policy, in order to minimize or overcome such circumstances.

The Center detects such individuals/families and keeps records of them:

- assesses the needs of individuals/families in social services;
- provides social services in accordance with state standards of social services;
- provides assistance to individuals/families in solving their social problems;
- provides social support for foster families and family-type orphanages;

- provides social patronage of persons who have served a sentence in the form of restriction or imprisonment for a certain period, as well as those released from further serving such sentences on the grounds provided for by law;
- draws up a plan for the rehabilitation of a person who has suffered from human trafficking, etc.

Social work specialists carry out appropriate work with families in difficult life circumstances, draw up acts of examination of the living conditions of the family, and assess the needs of the child and family. Social workers provide social services at home at the place of residence of recipients of social assistance in accordance with the concluded agreements [18]. The department of inpatient care for temporary or permanent residence is located in the village of Mitchenko.

As for the financing of social services, it can be carried out: at the expense of budgetary funds; with the establishment of differentiated fees depending on the income of the recipient of social services; at the expense of the recipient of social services or third parties in accordance with the law.

For example, the center provides social services at the expense of budgetary funds:

a) regardless of the income of the recipient of social services: victims of human trafficking and receiving social assistance in accordance with the legislation in the field of combating human trafficking, victims of domestic violence or gender-based violence, children with disabilities, persons with group I disabilities, orphans, children deprived of parental guardianship, persons from among them under the age of 23, families of guardians, trustees, foster families - all social services; other categories of persons - social services for information, counseling, asylum, representation of interests, as well as emergency (crisis) social services;

b) to recipients of social services, except for those specified in paragraph 1 of this paragraph, whose average monthly total income is less than two subsistence minimums for the relevant category of persons - all social services.

With the establishment of differentiated fees in the manner determined by the Cabinet of Ministers of Ukraine, social services are provided to recipients of social services whose average monthly total income exceeds two living wages, but does not exceed four living wages for the corresponding category of persons.

The following social services are provided at the expense of the recipient of social services or third parties: to recipients of social services whose average monthly total income exceeds four living wages for the relevant category of persons; in excess of the volumes determined by the state standard of social services.

The average monthly total income of a recipient of social services to determine the right to receive social services at the expense of budgetary funds or with the establishment of a differentiated fee is determined for the previous six months preceding the month of applying for the provision of social services, and is calculated by dividing the average monthly total income of his family by the number of family members, which are included in it.

In communities, it is often the annual program of socio-economic development that is drawn up. However, the Guidelines for the Formation and Implementation of

Forecast and Program Documents for the Socio-Economic Development of the United Territorial Society (approved by Order of the Ministry of Regional Development No.75 dated March 30, 2016) provide for a medium-term horizon for this document. In this order, the Plan (program) for the socio-economic development of the united territorial community is defined as a document that defines the strategic goals and priorities for the development of the community for the short and medium term (3-5 years), specifies the tasks and activities within the framework of such goals and priorities, responsible executors and deadlines for the implementation of measures, amounts of funding, sources of funding and indicators (indicators) for assessing the effectiveness of the implementation of the Plan's activities [11-15]. Some communities practice drawing up programs for socio-economic development specifically for the medium term. In this case, it covers the entire range of measures of the local government for the medium term.

Thus, when drawing up the Program of socio-economic development for an annual period, there is a need for a medium-term plan. This role is played by local targeted programs. The local target program is a set of interrelated tasks and measures agreed in terms of time and resource provision with all involved performers, aimed at solving the most pressing problems of the development of the city or individual sectors of the economy or the socio-cultural sphere of the city, planning and using local budget funds for social services, the implementation of which is carried out from the city budget, the regional budget, the state budget and other attracted funds.

It is the target program for the provision of social services, or social protection of the population, that is often the central document, on the basis of which a set of measures is implemented aimed at developing the sphere of social services and includes activities to identify and assess the needs for social services, their provision, as well as monitoring the quality of social services [16]. An important advantage of this document is the substantiation of the volumes and sources of funding, which creates the prerequisites for their consideration in the development of budget documents and is a tool to ensure the feasibility of planned activities. Deputies, public activists should be directed to the joint development of a target program for the provision of social services, in which to provide resources for their purchase from private entities [6].

The construction of a system for the provision of social services to the population depends, in particular, on establishing a close connection between budget planning and program documents for the development of society, which define social priorities [7]. A key segment of budget planning that serves as a means of aligning overall budget parameters with strategic priorities is medium-term budget planning.

Important steps have been taken in Ukraine to implement it, the prerequisites are being created for the coordination of budgetary policy with the strategic priorities defined in program documents. In particular, the amendments to the Budget Code of Ukraine introduced at the beginning of 2019 provided for the introduction of a local budget forecast at the local level, i.e. medium-term budget planning document, which determines the indicators of the local budget for the medium term and is the basis for

drafting the local budget [17]. For customers and providers of social services, it is important that the financial authority that develops the forecast of the local budget and the draft local budget provide for budget allocations for the provision of social services in the amounts specified in the program documents (community development strategy, target program, socio-economic development program).

Mechanisms of public participation in the process of budget formation, such as budget hearings, public appeals, advocacy campaigns, participation in working groups, commission meetings, etc., should contribute to the solution of this problem. It is important for the local council and social activists to control that information about the expected results is transferred to the budget plans along with the appropriate budgetary funding [8]. Budgetary programs serve as such tool. Budget programs used to finance social services should be coordinated with the Community Development Strategy, the relevant targeted programs and the program for the socio-economic development of the community.

In the passport of the budget program, among the grounds for its implementation, it is advisable to indicate the documents, they are the Community Development Strategy, the relevant target programs for Planning and using local budget funds for social services and the program for the socio-economic development of the community. When developing budget programs that finance social services, it is important to ensure consistency with certain community development priorities, as well as the general parameters of budget policy, which requires distributing competencies among public servants in this area [9]. The quantitative parameters of the budget program, reflecting the indicators of the product, efficiency and quality, should be formed taking into account the expected results enshrined in the target program providing for the provision of social services. Improving the system of performance indicators of budget programs should be aimed at strengthening the focus on coverage of the volume and quality of public services and the level of satisfaction of their recipients. Therefore, it is expedient to include in the indicators of the quality of budget programs an indicator of the assessment by consumers of social services of their quality.

It is information about the needs of the population in social services that is the basis for developing measures for their provision by communal institutions and purchase from private providers. Such information is usually included in the draft program of socio-economic development, along with other activities of the local government [10]. At the same time, it is important to provide an integrated approach to the full satisfaction of people in services, including opportunity. Planning and use of local budget funds for social services access not only to social services, but also to health care, education, culture, etc. The developed plan of measures for the program of socio-economic development makes it possible to start a detailed calculation of the necessary resources and means to provide them. If you intend to purchase social services, at this stage it is advisable to calculate the cost of their purchase, taking into account the requirements of legal and regulatory requirements and the results of monitoring the social services market.

**Discussion.** On the basis of information about the need for funds, a budget request is prepared. Detailed requirements for their formation are determined by the instructions for the preparation of budget requests approved by the relevant local financial authorities, developed on the basis of the Instructions for the preparation of budget requests approved by the Order of the Ministry of Finance of Ukraine dated 06.06.2012 No.687, calculated by local financial authorities and brought to the main managers of funds (departments of social protection of the population, etc.). However, if the estimated spending on the purchase of social services exceeds the proven spending ceiling, the fund manager has the right to justify the additional resource requirement in a separate budget request form. The calculation and adjustment of spending limits is an element of planning that is focused on ensuring a balanced budget and the integrity of budget policy. The central place in the formation of spending on social services is occupied by the process of planning the local budget, its consideration and approval. It is at this stage that the budget acquires a holistic form, the expenditure side is balanced with revenues, and all expenditures are distributed among budget programs, areas of use of funds, etc.

**Conclusions.** As a conclusion, we can indicate the main ways to solve the identified problems: the implementation of norm-setting, organizational and practical measures to create a sustainable, autonomous system for the provision of social services in the communities; professional development of specialists; effective administration of the needs of citizens in the provision of social services; monitoring the implementation and control over the implementation of measures and tasks. The following options for solving certain problems are also possible: through social contracting and compensation to providers of the cost of social services - attracting legal entities on a contractual basis, incl. non-state actors (public associations, religious and charitable organizations, business entities) to meet the needs of individuals/families in social services at the expense of budgetary funds and compensation to providers of the cost of social services. And also through the creation of a communal institution that provides services in demand in the community, the founder of which is the village council of the territorial society, to meet the needs of individuals / families in social services at the expense of budgetary funds.

**Author contributions.** The authors contributed equally.

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