

Macroeconomics

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**STRATEGIC BENCHMARKS
OF THE STATE POLICY OF UKRAINE,
AIMED AT IMPROVEMENT
OF SOCIAL SERVICES QUALITY**

Abstract

The backgrounds and necessity of improvement of social services quality are defined. The existence of the low-level of social services quality, which is conducted in the form of regulatory support, is proved. The strategic benchmarks of the state policy towards improvement of social services quality and organizational and economic means of creation of the entire system of social services in Ukraine are offered.

Key words:

Quality of social services, social standards, social assistance, social expenditures, infrastructure of the market of social services, social service.

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Introduction

The rates of social services quality improvement are decelerated because of insufficient legal and regulatory framework in order to provide and guarantee the certain level of social services quality, imperfect mechanism of social services quality management, complication of the processes of integration of the vulnerable populations, the absence of standards of social services quality, insufficiency of social services quality control surveillance and sanctions for infringement of their quality.

Over the period of the last ten years, the adoption of more than 20 laws, which determine the state guarantees, concerning social assistance provision for different categories of population did not provide the creation of proper regulatory framework to guarantee and regulate the certain level of social services quality. Therefore, the problems, connected with the inefficiency of mechanism of management of social services quality, low level of society standard of living become sharp, inasmuch as the considerable difference between the quality and quantity of services rendered is observed. The last is caused by the absence of standards of social services quality; impossibility of evaluation of efficiency and influence of service on the living standards of service receiver; existence of unfavorable environment for realization of information policy in the field of social services. The necessity of working out of centralized approach to the determination of the demand for social services and formation of the social service network, oriented not only at the financial possibilities of budget, concerning such services rendering but also at community needs is especially actual.

To conclude the mentioned about, **there is an urgent need to elaborate the perspective organizational and economic means in order to improve the quality of social services**, new quality of living standards, improving the system of social protection by means of formation of system of qualitative social services close to the European level.

1. Key problems of functioning and development of the system of social services in Ukraine

Low level of social services quality, which are carried out in the form of regulatory provision of functioning of the system of such services rendering is observed in such aspects:

- **discrepancy of social service to the international standards, absence of state standards of social services**, which put a stay on quality and effectiveness of service rendering in the social sphere, violate the quality standards and introduce the indicators of social services quality, reduce the competitive environment and effective development of social services market;
- **insufficient level of infrastructure development of social services market, in accordance with the increasing need in the expansion in the number of persons, which need social assistance** – the mentioned above caused the reduction of service rendering effectiveness and on this basis, provision of their wide accessibility, preservation of system-formed elements of the social sphere complex and potential for development of the social sphere in future and therefore, the level, necessary to renew the proper level of social maintenance of social services for citizens. Thus, in 2010, 30 territorial centers and 890 departments of social assistance were registered in Ukraine. They serve more than 500 thousand clients. At that, the general number of the citizens of Ukraine, which have a right to use one or the other kinds of benefits, under the law in force, is about 15 mln. of citizens, in other words, one third of the Ukraine's population (all socially unprotected categories of citizens have a right to more than 120 kinds of benefits, and more than 60 kinds of social and compensatory payments) [1]. Therewith, the number of separate boarding schools, boarding schools for orphaned children, and children, deprived of parental care (for 1,3%); orphan asylum (for 1,4%) children's home of the system of Ministry of Public Health (for 1,2%); a repair for children (for 2,3%) [2] is reduced;
- **low efficiency of organizational and economic mechanism of social services rendering for citizens domiciliary**, inasmuch as the existed system of social services is oriented at care in residential social service institution and complicates the rendering of social services with the high level of quality, influences on the low level of transport services, foodstuff provision, meals-on-wheels provision, reduces to a minimum the conduction of measures of social patronage. It is noticed that in 2010 in Ukraine, there were 736 territorial centers of social service, 324 retirement communities, asylums, 207 rehabilitation centers for incapacitated persons, 60 reception centres and 1368 centers of social services for family, children and youth, only 30% of that services were rendered domiciliary. Together with that, 637 thousands of lonely unemployable citizens and physically handicapped people, which need social assistance were registered, 543 thousands of them, on doctors' opinion, require floating support services;

- **lack of proper state financing of delegated powers of local self-government authorities in the sphere of social protection.** State financing of civil society organizations projects is spread only for limited set of organizations: organizations of physically handicapped people, veterans, youth and childish social organizations, organizations which work with families of dependent children, and incurable people [3]. It is noticed that in accordance with the part three, article 143 of the Constitution of Ukraine, the state is financing the creation of delegated powers to the local self-government in full by the state budget expense. Annually, there is a permanent deficit of budgets, as a consequence of which the sphere of social service is not sufficiently financed. Resource shortage on delegated powers in the State Budget of Ukraine for 2011 is 20%, nearly 20 billion UAH.
- **increase of the level of citizens' dissatisfaction concerning quality of received social services,** and therefore, the system of social services does not correspond to the orientation of service receiver needs; does not provide the equal conditions for service receivers of all forms of ownership at the social services market; the content of services and events, concerning their organization satisfy the specific needs of consumers not in full force, they are only particularly aimed at achievement of positive changes in the live of receiver. Thus, the sampling analysis showed that 78% of respondents suppose that educational work concerning explanation of the order of social services receiving is conducted ineffectively. Nearly 73% of citizens speak about the limitation to the access to information access, necessary to the social services execution, they positively estimate the work of social service, concerning provision of information to the public (44%). What about the state control of social services quality, we admit that 13,7% of respondents are sure in the existing of such control, and 31,3% agree that such control is partial. But 25% of citizens do not believe at all or partially [4];
- **low rates of placement into service outpatiently preventative measures,** which negatively influence on the conduction of the complex of preventative measures concerning rehabilitation and prevention of illness, first aid measures, organization of preventive medical examination of persons which live in difficult conditions, and therefore the level of social services is reduced. In spite of expansion in the number of implemented outpatiently preventative institutions in 2009 in comparison with 2000 increased for 19,1% (250 units), their number reduced in comparison with 2006 for 29,7 % (1100 units), particularly in the rural areas, their number decreased 2,3 times as much (459 units) in comparison with 2000 and for 29,2 % (140 units) for the corresponding period in 2006, at that the number of outpatiently preventative insti-

tutions for the beginning of 2010 in comparison with 2006 decreased in Lviv region 2006 in 7,7 times as much, Mykolaiv region (three times as much), Dnipropetrovsk region (seven times as much.), Chernivtsi region (four times as much.), Zhytomyr region (two times as much), the number of people, provided ambulatory care, decreased for 4,6% in Ukraine in 2010.

- **Reduction of specific weight of young and long families, which improve their living conditions** – these caused the negative influence on the content, organization, and quality of social services because of absence of backgrounds of satisfaction of individual needs of service receivers, directed on achievement of positive changes in their life, promotion of community integration, self-determination. The conducted investigation proves that the number of families, which had difficult living conditions and obtained assistance in accommodation services in Ukraine reduced threefold in 2010 (in comparison with 2000) and for 25% in comparison with 2009. At that the specific weight of young and long families and unwed mothers, which improve their living conditions, reduced 1,7 times as much in comparison with 2000 and for 31% in comparison with 2009 (such tendency was observed in all regions of Ukraine);
- **insufficient level of qualification of social service providers**, connected with the absence of the structure and basis of the standardized system of basic qualification improvement at the working place for the social services providers, namely for employees of territorial centers and boarding schools, which render services to the representatives of the most vulnerable strata of society. It should be mentioned that social services in action are only for 60–70% staffed by the specialists, which do not have proper professional qualification. The problem of development of training aids, text-books on social and social and pedagogic work, education materials is urgent in Ukraine [5];
- **low level of social expenditures in comparison with the EU countries.** Differences between the European countries according to the level of expenditures for the social protection only partially can be connected with the different standard of well-being and prices, reflecting the differences in the system of social protection, demographic tendencies, and unemployment level likewise other social institutional and economic factors. Thus, social expenditures in Ukraine per capita are the lowest in the world: in 2005 they amounted to 1677 US dollars per year. In the noted period the lower indicators were only in Mexico and Korea. The volume of annual expenditures for social protection and social maintenance at the beginning of the year amounted to 48,5 billion UAH in 2008, and 74,1 billion UAH – in 2009 and 78,8 billion UAH. – in 2010, or 21,3%, 23,7% and 25,4% of the total amount of expendi-

tures of consolidated budget of Ukraine and subsequently 6,7%, 7,8% and 8,6%. Countries with higher correlation of expenditures for social protection to GDP, such as France (30,8%), Denmark (29,7%), Sweden (29,4%), Netherlands (28,4%), Belgium (28,3%), Austria (28,2%), Germany (27,8%) and Switzerland (26,4%) spend more than twofold for the social goals than four countries with the lowest value of this correlation: Latvia (12,6%), Romania (14,3%), Estonia (15,1%) and Bulgaria (15,5%) [6].

2. Organizational and economic means of quality improvement of social services as a realization of effective state policy in Ukraine

Taking into account the tendencies of social services rendering in Ukraine, there is an objective necessity to implement measures concerning elaboration of organizational and economic means of creation of entire system of social services, which meet the requirements of population, provide the acceptability and targeting of social services, improve the quality of living standards and realize the constitutional rights of citizens to social protection. Strategic milestones of the state policy should be:

1. In accordance with the Law of Ukraine «On social services», Resolution of the Cabinet of Ministers of Ukraine of 30.07.08 № 1050-p «On confirmation of the plan of action, concerning realization of Conception of reformation of social services system until 2012» development and confirmation of directions of social services quality improvement in particular:

- Provision of conducting of appraisal for social workers of territorial (regional, district and city) centers of social service (social services rendering), which allows them to master new spheres of social work according to place of abode, in particular in rural areas, at the enterprises, in senior centers, with displaced persons, émigrés, foreign citizens, in the streets, in the groups of self-help;
- Confirmation of the Law of Ukraine «On making amendments to some laws of Ukraine concerning social services rendering», which allow to confirm the list of quality indicators of social service (render the social service, determine the minimum level of requirements concerning volume, conditions and order of social service rendering, which state guarantees to persons, estimate the ability of services to satisfy the in-

dividual needs and improve the quality of well-being of service receivers;

- Determination of state social standards in the sphere of social service (social services rendering), which promote the determination of volumes of state guarantees of social support of elderly persons, children, deprived of parents' care, and other persons which require social support;

2. Introduction of international experience of elaboration of social services standards will help to improve the level of the operating system of social services rendering through the realization of the following events:

- administration of budget costs for social services, control of their rendering and quality adhering, provision of efficiency of European social funds' grant schemes;
- increase of the level of social home services accessibility through the expansion of the network of social services rendering by the day patient facilities, financing of which should be provided by the state using the following stages: first year – financing at the level of 100%; every next year – reduction of financing for 20%; after 5 years of their activity, the financing of centers is conducted by the bodies of self-government.
- Extension of the spheres of social activity oriented at social and pedagogic specialization: preschool education (education and upbringing in nurseries, kinder-gardens, classes for children's training before school)); work with youth (upbringing, organization of free time in youth educational establishments, and youth clubs); upbringing in orphanages (upbringing and formation of family groups, identification and preparing for independent life, organization of housing communes); development of forms, content and methods of adult education (work with volunteers, formation of management and self-help skills, education and qualification improvement, social work at the enterprises, family education); social and pedagogic help for families (consultations, families' support);
- holding consultations at central and especially regional levels concerning formation of subsequence of stages of state solutions development will allow to observe problems and eliminate conflict of interests at the initial stages of adoption of package of consultations will provide understanding and positive perception of the adopted decisions.
- introduction of obligingness of adhering to the social standards while elaboration of the programs of social and economic development. The development and conformation of techniques to form the state minimal social standards, should be the precondition of them;

- correction of the general conception of state standardization and normalization of social services towards the introduction of flexible completed system of social standards, which should consider the social and territorial peculiarities of Ukraine in full force [7]. It should be added that the international experience in elaboration of social service standards shows the effectiveness of the operating system of social services rendering and possibility of its approbation in Ukraine. Among the main measures are: methodical help for social workers, provision of information to the public concerning timely aspects of social services and social assistance (Latvia); cooperation between the organs of social protection with the youth leisure centers, secondary schools and technical schools (Russia); development of medical and social conception of rehabilitation of ill people, invalids, elderly persons (Poland), organization of domiciliary care in case of incapacity for work, development of interaction between different age groups of population, organs of health care and social service (Finland), by means of making amendments to the Law of Ukraine «On social service»; increase of the possibilities of alternative financing of long-term services (Belgium, Germany, France, Luxemburg); benefit payment to elderly and low-income persons in order to compensate expenditures for individual examination domiciliary (Austria, France, Spain); introduction of retirement benefit for able-bodied persons, which refuse to work and take care of disabled persons (Australia, Ireland).

3. Extension of organizational and economic measures of interaction with the social services receivers. It will be provided by the possibility of institution and place of service rendering, conduction of compulsory estimation of individual needs, implementation of the individual plans of service receiver. At that, the main directions of interaction improvement should be:

- survey of the needs of all categories of (analysis of normative requirements, questionnaire survey, etc; in some cases – individual requirements) will be able to fulfill consistently, adopt/reject the needs of potential consumers of social services;
- information exchange among the social services receivers will help to expand the list of persons, which need social services rendering;
- determination of the list of necessary social services, which are rendered by the local bodies of the power to the consumers in order to observe the expectations of service receivers concerning quality of social services;
- provision of information to the social services receivers concerning liabilities, connected with service quality;

- estimation of the consumers' satisfaction concerning quality of the social services rendered will provide the development of new types of social services.

4. Reorganization of the infrastructure and decentralization of social services by means of: fragmentation of big establishments and centers, territorial forthcoming of services to the place of accommodation of receivers in order to provide the preservation and renewal of social bonds and kinship relationship; intensification of the role and responsibility of bodies of local self-government, concerning quality, financial provision, volume, organizations which will render social services; reformation of the network of social institutions for children, reorganization of the medical maintenance in the educational establishments for children of different forms of family upbringing; activization of the activity of central and local bodies of executive power concerning overcoming of child neglect. It should be mentioned that at the beginning of 2010 in Ukraine were about 30 centers – social institutions for children, at that the middle number per asylums – 70%. If in 2008 10 396 lived in asylums, at the beginning of 2010 their number was reduced for 20%. It should be admitted that nowadays there is no possibility to convert those institutions from childish to entertaining, inasmuch as asylums as a rule were established at the base of kinder-gardens, the need in which is increased in Ukraine now [8].

5. Development of the priority guidelines concerning improvement of social service of vulnerable segments of the population will promote the increasing of the social services quality, searching for the new organization and economic means of social assistance improvement by means of:

- development of the centers of social assistance and support. Poor people, beggars will be able to increase their incomes, realize their possibilities and skills, improve self-evaluation;
- introduction of the mechanism of social assistance voucher granting, compensations, additional payments for people who take care of beggars and poor people. It will provide possibilities of additional provision of employment by means of social sphere;
- formation of additional budgets of the target-oriented costs usage, which finance the satisfaction of social needs; development of well-balanced system of social insurance, which stipulate the provision of assistance by the insurance funds.

6. Introduction of the complex of organizational and juridical measures, oriented at realization of state and local target-oriented social programs and projects by means of budgetary and other costs, concluding social contracts on the competitive basis, which will promote the increase of the social services quality in the part of the social services commissioning [9] enhance the flexibility of administrative and budgetary regulations, by means of their low

primecost, increase the level of effectiveness of work with clients, allow to save the administrative and budgetary costs of the organs of the power, oriented at new institutions support;

- **formation of the chapters of state, regional social programs, including events, aimed at development of social services market**, promoting the recipients of social payments and users of social services obtain guarantees of clear and open process of decision making, procedures concerning rejection of a claim and appeal of adopted decision; enhance the tendency from the side of the bodies of local self-government aimed at monitoring of results of politics usage and service rendering as well as consulting and feedback with users. Thus, in the countries of Europe and CIS, social commissioning is one of the most effective instrument of cooperation between bodies of the power and non-state organizations, inasmuch as social commissioning is the mechanism of revelation and selection of effective rational public initiative and its further support on the basis of the contract. It should be admitted that state costs are granted after the competitive consideration of services and possibilities of non-state organizations concerning solution of the defined local problems.

7. Promotion of the determination and application of social planning of social services, which promote the creation of the map of social services and resources; development of plans of local problems solution, adjustment of the system of social demand for specific services and systematic monitoring of the results. As a rule, this process provides the creation of coordinated mechanism of planning, aimed at mobilization of the existed resources, stimulation of the new initiatives, and provision of the network of services, which correspond to the coordinated results and form the range of priorities and strategies of activity of social services of state and civic organization. Besides it, the received information will provide opportunity to improve cooperation with different organizations of social sector, which will be able to realize those mechanisms and forms of social assistance rendering, which will be defined in the process of investigation as the most effective for citizens.

8. Determination of the mechanism of licensing, introduction of paid services, determination of its renderer on the competitive basis, which considerably increase the standards of activity of the existed renderers of social services. Besides it, such approach provides the elimination of obstacles for the participation of state, commercial and non-profit organizations at the market of social services. It will provide the possibility of non-governmental organizations to receive contracts for social services rendering, stimulate and regulate the activity of commercial organizations on social services rendering and modernization of services and infrastructure in state institutions.

Conclusions

Reformation of the system of social protection aimed at creation of the conditions for the reaching of the high level of living standards, intensification of the social programs goals, deepening of targeting was started with the reform of pension provision and social payments and stipulates the reformation of the system of social services aimed at increasing of their quality. Therefore, the development and searching of organization and economic means of social services quality improvement should be aimed at intensification of protection of constitutional rights and liberties of citizens, provision of respect to each citizen, its dignity, tolerance, humanism, which not only satisfy the physical social and cultural needs of the certain person but also provides the formation and preservation of the spiritual values in the society.

Therefore, the lack of the actual organization and economic means of social services quality improvement aimed at coordination of cooperation of central, local executive bodies of power, local self-government, social services renderers, and undervaluation of the necessity of application of administrative and economic mechanism, which conditions the competitiveness at the market of social services and promotes the increase of the level of quality of such services, as an instrument of social development caused the formation of impression that the dominant and priority trends of social services quality increase are improvement of normative base concerning organization and functioning of the system of social services, determination of the main backgrounds and principles and strategic directions of reformation of the system of social services; management of the public expenditures for social services aimed at their rational usage. But the investigations show that citizens of Ukraine at the modern stage need the formation of the system of the qualitative social services, which meet the requirements of different groups of citizens, by means of modernization of existed social services and introduction of new social services, close to the European level.

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