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**SOCIAL SERVICE MANAGEMENT
– CHALLENGES FOR UKRAINE**

**USŁUGI SPOŁECZNE ZARZĄDZANIA
– WYZWANIA DLA UKRAINY**

Abstract: The article discusses conceptual approaches to reforming the system of social sphere in the process of decentralization of in Ukraine. An attempt to determine the means of improving the management of social infrastructure renewal in terms of legal framework functioning of communities, primarily based on voluntary association of communities. The possibilities of the use of different concepts determine the administrative center of the unified local community, in particular focusing on the center of economic gravity, the existence of established infrastructure of public authorities, availability of infrastructure in the public sector as a basis for providing full cycle of social services, taking into account natural and historical factors influence the choice of center of gravity. Also, is observed on applying the concept of sustainable development as one of the areas most relevant principles of the EU. Particular attention is paid to the disclosure of the nature and features of governance in education, health and social security in the deepening of democratization, humanization, decentralization of power.

Keywords: management, decentralization of power, local government reform, social service, a voluntary association of communities, cooperation of local communities

Streszczenie: W artykule omówiono konceptualne podejście do reformy systemu sfery społecznej w procesie decentralizacji władzy na Ukrainie. Dokonano próby określenia czynników związanych z zarządzaniem odnową infrastruktury społecznej w zakresie prawnego funkcjonowania społeczności, głównie na przykładzie dobrowolnego stowarzyszenia gmin. Przedstawiono możliwości wykorzystania różnych koncepcji w zakresie określenia jednolitego centrum administracyjnego społeczności lokalnej, w szczególności koncentrując się na funkcjonowaniu stworzonej infrastruktury władz publicznych, dostępności infrastruktury w sektorze publicznym jako podstawie do zapewnienia pełnego cyklu usług społecznych, z uwzględnieniem czynników przyrodniczych i historycznych. Obserwuje się wykorzystywanie pojęcia zrównoważonego rozwoju jako jednego z obszarów najbardziej istotnych reguł UE. Szczególną uwagę przywiązuje się do ujawnienia charakteru i cech zarządzania w edukacji, ochrony zdrowia i zabezpieczenia społecznego w pogłębianiu demokratyzacji, humanizacji, decentralizacji władzy.

Słowa kluczowe: zarządzanie, decentralizacja władzy, reforma samorządowa, usługi społeczne, dobrowolne stowarzyszenia gmin, współpraca społeczności lokalnych

Introduction

Formulation of the model of administrative-territorial division, which is able to create self-sufficient territorial communities, is the key target of the renewal of the local governance in Ukraine. Obtaining success on the way toward this goal assumes the relevant renewal of economic relations in this field. It is confirmed by the fact that in the opinion of the economists among 15 thousands of communities only 180 communities are self-sufficient. For the most part they are presented by the regional centers and cities of oblast subordination, i.e. large communities with populations between 100 and 200 thousand people, which are self-sufficient and can provide themselves with local taxes. Therefore, the primary goal is to unite the communities, of which more than 80% are beneficiary regions, and provide them with appropriate financing¹.

¹ I. Babyuk, *In Chernivtsi region can be 15-18 local communities*. Access mode: http://vidido.ua/index.php/video/article/i_babjuk_u_chernivec_kii_oblasti_mozhe_buti_15-18_teritorial_nih_gromad/.

The objective of this paper is to analyze the possible approaches to renewal of the system of management of the social and humanitarian sphere in the course of voluntary association of the territorial communities. This analysis will provide a framework for creation of the effective business controlling mechanism in the area of solution of the matters of local significance on the basis of examination of experience of the European countries.

1. The subject matter of this paper

The process of voluntary association of the territorial communities of villages, settlements and towns was initiated after promulgation of the Law of Ukraine «On voluntary association of the territorial communities» in the beginning of the year 2015. The range of problems associated with reforming local governance is an object of careful attention of researchers and experts, both foreign and Ukrainian. Note in particular that as of today Poland is a perfect example of the country where effective economic, social and political reforms gave rise to a significant social and economic growth. Accession of Poland to the European Union in 2004 was the critical stage in the general development of this country. For a short period of time Poland managed to implement a lot of social and economic restructuring and reforms. As of today this country shall be taken to be the most stable country in Europe².

It is important to note that vigorous development of the economy in Poland resulted from the substantial financial assistance received from the European Union in accordance with the cohesion policy. In 2004 Poland received transfers in the amount of about 2,8 billion Euro from the European Union structural funds. European Union budget for the years 2007 – 2013 meant for arrangements in Poland stipulated within the framework of the cohesion policy made almost 68 billion Euro – the highest among EU Member States³.

It is common knowledge that the Human Development Index (HDI) is an aggregate measure, which characterizes the social standard of living in the country. As of 2012 HDI in Poland makes 0,821, which is evidence of a very high level of social development in the country. Due to such level of HDI Poland has 39 rating position among 187 countries⁴. Among the Central and Eastern Europe Countries the following countries have high level of HDI as well as Poland: Hungary, Slovakia, Czech Republic, Estonia and Greece.

It is evident that modelling of changes in the management arrangements in the social and humanitarian sphere may be carried out on the basis of different conceptions. Let us analyze some of them.

² S. Golinowska, *Desirable directions of change in the health care system in Poland. Between rationing and rationalization*. Access mode: <http://www.case-research.eu>; T. Cheklina, *The impact of Poland's accession to the European Union on its economy and trade policy*, "Russian Foreign Economic Herald" 2008, № 6, p. 35-45; *Four reform. From concept to realization*, Editorial E. Kolyarskoy-Bobinskoy, Translation L. Klyubinskoy, Warsaw, scientific press, 2000, 392 p; In the determination of conditions for the conclusion and implementation of contracts such as hospital treatment, Decree № 93/2008 / DSOZ President of the National Health Fund dated 22 October, 2008. Access mode: <http://www.nfz.gov.pl>.

³ Ibidem.

⁴ Human Development Report of Poland 2013. Access mode: <http://hdr.undp.org>

Administrative center of the united territorial community may be formed as the area of economic influence. There will be a territory of economic activity of the population, i.e. this territory will have appropriate infrastructure, namely large enterprises, banking infrastructure, transport junction etc. The area with firmly established infrastructure of the government authorities such as Administration, Council, precinct election commission and similar may be recognized as the administrative center of such community. Such approach is supported by the adherents of the political conception, whereby government authorities shall occupy traditional positions in the post-reformation space and shall not change their location area.

In accordance with the conception of domination of the full range of social services, the administrative center of the united territorial community shall be formed in proximity to the institutions of the public sector. Under such conditions the state-financed establishments, which provide the social services of vital importance, such as Emergency Medical Service, fire-fighting service and police authorities, shall hold key positions. It is important to emphasize that failure to obtain the services provided by abovementioned establishments in due time at the local level determines the limit of life for practically everybody in the united territorial community. This is evidenced by the foreign experience in respect of functional development of opportunities of the territorial communities (Table 1).

Table 1. The scope of duties of the local self-governing authorities at the basic level in several European countries in respect of management of social and humanitarian sphere

Tabela 1. Zakres obowiązków lokalnych władz samorządowych na poziomie podstawowym w kilku krajach europejskich w zarządzaniu w sferze społecznej i humanitarnej

Level of local governance	Emergency Medical Service, fire-fighting service and police authorities	Other spheres of social and cultural orientation
Austria, level of community	+ + +	- control of the local public health system; - support of activity of the community (theaters, social services etc.)
Italy, level of municipality	+ + +	- support of schools (school buses, catering); - early childhood education; - culture (support of museums, theaters, exhibitions, social and cultural activities)
Poland, level of gmina	+ + +	- social assistance; health care; education; - culture and protection of monuments of architecture; - sport and active recreation

Source: Own research

The conception of domination of the full range of social services at the community level is based on the fact that the most part of local budget expenditures in Ukraine is traditionally intended to support of the social and cultural sphere (education, healthcare, social protection and social support, culture and arts, physical culture and sport). Based on the results of the scientific research «Budget monitoring: analysis of the budget fulfillment for the year 2013» conducted by the Institute of Budget, Economic and Social Studies, in 2013 the aggregate share of expenses for the social and cultural sphere in the local budget expenditure pattern made 85,5 %. In 2013 the local budget expenditures for education made 33,9%, for social protection and social support – 25,7% and for healthcare – 22,1%. At that expenses for culture and arts, physical culture and sport and other sectors made 3,8%⁵. Consequently, the vast majority of local budget social expenditures accrues to education system and public health system, therefore minimal local budget expenditures for other sectors of social sphere (culture, sport, tourism etc.) shall be recognized as non-determinant budget expenditures.

Thus, priority guidelines of budget financing at the basic level of the local governance are education, healthcare, social protection and social support. Approximate number of receivers of the social services makes 2,5 thousand people. At the community level, predominant sector is the education system, namely general secondary education. The key features, which form the dominant impact of this sector at the level of community, are as follows: 1) inclusion of secondary education in the social infrastructure of the territory at the local level is determined on the basis of the highest percentage of costs for its support in the local budget (33,9%); 2) branch norms for the secondary education system are the most elaborated and predictable among all sectors of the social and humanitarian sphere; 3) the education system has the most relevant for implementation of decentralization principles package of monitoring indicators for the assessment of the quality of educational services, which can be evaluated on the basis of the monitoring indicators (general certificate of secondary education); 4) the secondary education system, unlike any of the other components of the social and humanitarian sphere, is characterized by the availability of qualitative and quantitative indicators: main quantitative indicator is the quantity of the holders of school-leaving certificates; qualitative indicator is the level of proficiency of the holders of school-leaving certificates, which can be determined by the system of independent knowledge evaluation.

At the community level, the public health system includes institutions, which administer first aid to the population. However, health care expenditures in the local budget are lower as compared to the education expenditures. Branch norms are developed and implemented, but branch standards for the quality of provision by the relevant ministry of services in the public health system have not been developed yet. A similar situation was created in the field of culture. It is difficult to set monitoring indicators and quality standards in respect of services provided. Therefore, the quantitative indicator, i.e. indica-

⁵ Budget Monitoring: Analysis of Budget Execution in 2013. Access mode: http://www.ibser.org.ua/UserFiles/File/Monitor%20Quat%202013/KV_IV_2013_Monitoring_ukr.pdf

tor focused on maintenance of the network of state-financed establishments in the field of culture, is the most available indicator on the practical level for the time being.

Social support is among the priority guidelines, which are in need of renewal. In the opinion of the researches, determination of the scope of own authorities and delegated authorities of the local government institutions in this field is lagging behind the social legislation amendments; in the first place this concerns the provision of social services according to the place of residence⁶. Consequently, consideration of innovations introduced in the social service provision system over the last years shall be duly embodied in the issues of defining clear powers and authorities of the executive bodies of local self-government and mechanisms of their interrelation with all entities, which execute work on providing these services.

Besides the conceptions listed above, the researchers highlight the possibility of creation of the administrative center of the united territorial community according to the natural and historic centers of influence with due account for the theory of asymmetric dipole, conception of sustainable development of territories etc. The latter corresponds to the European principles of regional cohesion⁷. Researchers emphasize the following principles among the fundamental principles of the conception of sustainable development of the territories:

- adjustable and strategic nature of local development with due account for up-to-date requirements and potential requirements of the territorial community;
- relativity of current limitations in the field of use of the natural potential, that is associated with the current state of the art and social organization, as well as with self-restoring capacity of biosphere;
- more equal distribution and consumption of material and social benefits, in particular preventing overuse of natural resources, attaining equilibrium between use of resources and ecological capabilities of the territory; implementation of energy conservation and energy restoration programs;
- integration of innovation, strategy and project activities at the local level for improvement of the efficiency and effectiveness of management in the field of assurance of sustainable development of territorial communities⁸.

In view of the aforesaid, assurance of sustainable development at the local level pre-determines the need of sustainable fulfillment of social and economic objectives in the territory, subject to conservation of healthy environment and natural resource potential⁹.

Decentralization of the principles of management of the social and humanitarian sphere in many developed countries of the world proved that transition to the democratic social

⁶ On the development of social services system in Ukraine today. Policy Brief, A. Kochemyrovska, A. Avchuhova, *The National Institute for Strategic Studies under the President of Ukraine*. Access mode: <http://www.niss.gov.ua/articles/1328>.

⁷ Council Regulation 1083/2006 of 11 July 2006 laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (EC) No 1260/1999, Official Journal of the European Communities, 31.07.2006. L210. Available at. Access mode: <http://new.eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32006R1083&rid=1>.

⁸ *Local government in Ukraine: Current State and main directions of modernization, scientific report*, Editorial team: Y.V. Kovbasyuk, K.O. Vashchenko, V.V. Tolkovanyov and other, Kiev, NADU, 2014, p. 66.

⁹ Ibidem.

organization has been accompanied by very difficult search of the variants of management of the social welfare institutions, which could provide most effective support to the central government authorities on the part of local government authorities and local communities.

Analysis of the European experience suggests that the European countries had to withdraw from centralized management of the network of social welfare institutions and to delegate responsibility for their effective performance to the local authorities, because of low operating efficiency of leading fields in the social sphere (education, culture, health care, social protection); heavy management costs; slow rates of adoption of advanced technologies; slow response to the change of external conditions and circumstances (system immobility), which resulted in the substantial delay in making drastic managerial decisions.

Conclusions

The study reveals that in the majority of developed countries of the European Community decentralization process was achieved through three mutually supportive paths: active involvement of the social influence for solution of social problems; consolidation of role of the local bodies governing social sector in making important decisions on initiation of organizational and economical changes; increase of autonomy of social welfare institutions in management of their financial resources, physical resources and labor resources. Analysis of the foreign experience on the aforementioned subject and methods of its implementation in Ukraine cannot be considered as full and complete, and therefore research studies in this regard shall be continued.

Improvement of management practices in the social and humanitarian sphere at the basic level of local governance shall be embodied in the following aspects: strengthening responsibility of the local government institutions for the social and humanitarian development of the territories, disposition and use of budgetary funds; decentralization of social services as a basis for provision of their accessibility for population; arrangement of better conditions for joining efforts and resources of local government institutions, social organizations and associations, as well as business entities to provide the development of territorial facilities of social infrastructure; improving competitiveness of social infrastructure facilities in the communal ownership; improvement of the opportunities for development of the bodies of self-organization of population as an element of domestic system of local governance; implementation of the system of provision of services in the housing and utility sector corresponding to the public demand; harmonization of public demand in the territorial communities with the policy of local government institutions and regional policy of the state.

Equalizing capabilities of rural people and city residents in regard to receipt of top-quality services in the social and humanitarian sphere and expansion of variety of these services shall be the indicator of performance of local government institutions. This approach shall promote the improvement of qualitative indicators of social development of the population; increase in the availability, provision of fair and equitable access to education and health services, in particular for rural population.

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