INTEGRATED SOCIAL SERVICES SYSTEM IN ARMENIA AND UKRAINE

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MONITORING REPORT

SOCIAL SERVICES SYSTEM IN UKRAINE

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I. OVERVIEW OF THE SOCIAL PROTECTION SYSTEM IN UKRAINE

Social protection in Ukraine includes:

1. The scheme of social insurance for people who lost their jobs or temporarily incapacitated; 2. The financial and material assistance to different categories according to the legislation (subsidies, social payments, social benefits, etc.); 3. Social Services.

The main problems of the social security system are:

- Cumbersome regulatory framework. (Various benefits, social payments and social services in Ukraine are provided directly in 58 laws and more than 120 regulatory legal acts.)

- Too extensive system of benefits and social payments, which the budget cannot deal with (According to various experts, the total value of benefits declared in the law – ranging from 3.8 to 5.8 billion dollars per year, but actually financed is only a small part of ones. In Ukraine there are over 130 different categories of social benefits recipients, with only 70 that receive benefits on social grounds, and 50 - on professional. All Preference categories (including vulnerable groups) of citizens are entitled to more than 120 kinds of benefits, and more than 60 kinds of socio-compensating payments.)

- Lack of a unified accounting system of various categories of benefit-recipients, social payments and social services, as well as lack of statistical accounting system of non-governmental providers of social services;

- The actual amount of expenditures for social protection and social security exceeds the amount provided in the budget of Ukraine under the line "Social security and social security" at least in 2.5-3 times

- Ukrainian budget system operates on "precedent" principle - what was last year, as well (with a small difference) could be in following one. Such approaches actually interfere with social policy planning and allocating funds for services. The funds allocated for social services usuallu use for maintenance of social protection institutions, 90% of the budget in which is spent on utilities and salaries for employees.

- Among the social protection activities cash transfers to population (social and compensating payments) dominate. In Ukraine, the system of social services is not used as a tool for reintegration of persons who find themselves in difficult circumstances, but as a tool for fighting poverty.

- Social security system is not interested in action such as persons reducing from difficult circumstances (rehabilitation) or in prevention (preventing ingress of social groups in difficult life circumstances). Finance to support for people caught in difficult circumstances is funding institutions and large amount of social payments that goes through managers of departments, social protection offices at the local level as well.
In terms of radical reforms that are currently taking place in Ukraine (including decentralization) Social Issues is not generally spelled out and not considered a priority either in Strategy 2020 nor in other strategic documents. No Cabinet of Ministers of Ukraine or the Ministry of Social Policy does not have a common vision as to what the social security system in Ukraine will be after the reforms.

It is also important that public expert circle simultaneously is not interested in social issues. There are no such priority in the expert public associations, such as Reanimation Package of Reforms or Nova Kraina Platform.

The only one platform that has systemic approach to develop a model of social protection is Coordinative-Expert Council for Social Policy of Research Institute of Labour and Employment of Ministry of Social Policy and the National Academy of Sciences of Ukraine.

Opposition bloc and the Federation of Trade Unions of Ukraine, on the other hand, propose such a populist kind of reforms, which implementation is not possible and incite the population to social unrest.

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The system of social services is an area in which significant number of international donors invest, but the lack of coordination and parallel work leads to legal acts that contradict each other and facilitates not to reform of the system, but to its collapse.

Reform of Social Services began with its inception in the "Poverty Reduction Strategy" which was approved by President of Ukraine on 15 August 2001. This Strategy defines the main directions of reform:

1. deepening of targeted type of social benefits provision;
2. separate benefits to the population must be replaced by social services.
3. transition from budget financing of state institutions to program funding of NGO-providers of social services on a competitive basis;
4. delegating responsibilities for planning, financing and organization of social services to local governments.

These fundamental tasks claimed to ensure the functioning of social services were duplicated in all subsequent strategic documents that have been adopted by Ukrainian authorities.

In 2003 the Parliament of Ukraine adopted the Law "On Social Services", which was to be the base to reform the social system and develop of social services. But this law did not provide privatization of social services. The rules outlined in this law basically did establish mechanisms of social services procurement, as well, as for determining the cost of social services.
The Law did not contain definition of what "social service" actually are. The existing definition of "social services" in the plural as "complex of measures" gave a broad interpretation and made it impossible in practice to calculate an estimate of particular activities of service-provision. Even the list of social services (art. 5) described rather areas of activity, than specific types of such services.

"The concept of reform of social services", was approved in 2007 and repealed in 2012. It also provided implementation of these 4 main directions, but it was not completed.

In the "Strategy of reforming the system of social services", which was approved by the Cabinet of Ministers of Ukraine in 2012, stated that ""The concept of reform of social services", approved by the Cabinet of Ministers of Ukraine in 2007... is halfway implemented due to lack of legislative regulation of such issues, as formation of social order, identification of local community needs in social services, identification of forms, scope, planning, providing and standardization of these services." The same problems can hinder alike the implementation of the Strategy.

There still exists inconsistency in laws and legal acts on terms, categories; the implementation of already adopted laws is unfinished or half-finished; and the lack of mechanisms to the calculation of social services per recipient is not replaced traditional approaches of financing of facilities.

In our opinion, problems of the system of social services can be specified, as the following:
- regulatory;
- terminological,
- financial;
- structural.

I.1. Structural problems

These issues relate to the lack of coordination in social services provision by Ministry of Social Policy itself, as well as to existence of three conventional categories of social services, depending on target groups: 1. Children, family, youth; 2. retirees, veterans; 3. disabled; 4. other social groups financed only from local budgets (Art. 91 Budget Code of Ukraine – homeless, released from prison, HIV-infected groups vulnerable to HIV, etc.).

The first three "categories" have their own extensive system of agencies and institutions, like "Centres of Social Services for Families, Children and Youth" or "Territorial social service centres", Rehabilitation centres for disabled (YTOC, YTOI), ect. These categories have their "own" laws, which were developed for specific of their structures: "On social work with families, children and young people", "On social services", "On Rehabilitation of Disabled in Ukraine".
Social services for the fourth category only local budgets or non-governmental organizations as well as international donors provide.

Every provider working in these "different categories" of social services, trying to keep financing for their own institutions and lobbying changes to legislation intended to ensure their own interests, but not beneficiaries of social services

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Reform of social services caused by need of "market of social services" establishing – this is the only one tool to ensure the quality and effectiveness of services at optimal cost. Article 10 of the Law "On Social Services" provides the right of recipients to choose "agencies or institutions, as well as a form of social service". "Strategy of reforming the system of social services" states that government must "establish for social services providers, equal opportunities in the frame of free market", and also add that "infrastructure of social services must be upgraded and a competitive market for these services through the implementation of a mechanism to stimulate providers to the ongoing improvement of the quality of services should be established".

But it is clear that transition to a market economy and implementation of the state strategy to replace funding of institutions by financing of social services including budget transfers to non-governmental providers will be implemented differently in above-mentioned categories. It would be positively difficult to destroy extensive network of centres. On the other hand, all regulatory acts related to non-governmental social services providers and developed by the Ministry of Social Policy, are implemented by the Departments of Labour and Social Welfare that consider financial interests only of the state and public providers of social services.

I.2 Terminological problems

The uncertainty and inconformity of basic terms which regulate activities in the field of social services lead to significant problems on the way of reform.

The term defined in the Law of Ukraine "On Social Services" does not give a clear understanding of what a "social service" is. The Law define "social services" as a set of measures, but the definition of "social service" is not provided in it.

The same law specified the following social services: "Social services, psychological services, social and educational services, social and health services, socio-economic services, legal services, employment services, information services and other social services." It also declared forms of social services - financial assistance and social service.

By order of the Ministry of Social Policy in 2012 was approved the list of 15 types of social services provided to persons who are in difficult circumstances and can not alone overcome them. But it is not clear how social services outlined in this list relate to social services outlined in the Law "On social services".
Thus, the law of Ukraine "On Social Services" and legal acts provide different, contradictive approaches to define forms, methods and types of social services.

According to another order of the Ministry of Social Policy of Ukraine in 2012 were approved "Guidelines to determine the needs of the population of the administrative-territorial unit for social services." This Guidelines determine the need for services that indicated in the list of social services that was approved by Ministry. During applying of Guidelines in 2013, local authorities were faced with the problems of identifying needs for services, that territorial centers and social centers should not provide in accordance with their own statutes. In typical statute of Territorial social service centers is indicated that social services, which should be provided – are that ones, which is indicated in the Law "On social services". In addition, "General Provisions of Social Service for Families, Children and Youth," which was approved by CMU Resolution in 2013, is mostly about social work, but again not about social services per se.

It is also not clear how does the term "social services" relate to "social support".

The Law of Ukraine "On state social standards and state social guarantees" in Art. 8 claims that "the State social standards of social services provision are set to determine the size of state guarantees of social support for people who are in difficult circumstances." But the definition of "social support" is not provided.

The "Procedure of social accompaniment by social service centers for families, children and youth, families and individuals in difficult Circumstances" (Order of the Ministry of Ukraine for Family, Youth and Sport, 25 April 2008 under number 1795) defines "Social accompaniment as a form of social support for individual or family through the complex of social services-provision." It should also be noted that such definition of "social accompaniment" contradicts to the order of the Ministry of Social Policy, that approved the list of 15 types of social services, in which "social accompaniment", defined as one of the social services type. Undefined of basic terms leads to the problems with implementation of many important elements of social services system. For example identification of needs for social services, or development of standards for social services-provision.

Article 1 of the Law of Ukraine "On state social standards and state social guarantees" provides the following definition of "state social standards - established by laws and other normative legal acts, social rules and regulations or complex of social rules and regulations, on which the levels of the basic state social guarantees lay on". Article 8 of this law indicates that "State social standards of the provision of social services are set to determine the size of state guarantees of social support for people who are in difficult circumstances."

The Law of Ukraine "On Social Services" provides definition of "state standards of social services - content and scope, rules and regulations, conditions and procedures of the provision of social services, indicators of its quality, indicated in legal act of the central executive authority in the field of social policy." But there are no rules or regulations in this structure of the standards, that does not allow
to define the cost of social services. Today, experts of the Ministry of Social Policy of Ukraine, and experts of international projects and technical assistance programs are developing a number of standards that should regulate the activities of social service providers. But even they do not take into account current standards of social services (adopted by the Order "On approval of standards of social services to at-risk groups» № 3123/275/770 on September 13, 2010).

Current standards of social services do not answer the question which exactly social services can be financed by the state, and which must be provided for a fee. Although the "Strategy of reforming the system of social services" in one of the tasks claimed "to adopt the list of social services, to implement their standardization to ensure provision of state-guaranteed scope of social services", the question of what is that state-guaranteed scope of social services – is still problematic. On the one hand there are number of laws relating to the specific groups, such as the Law "On the basis social protection of disabled in Ukraine", "On Status of War Veterans, guarantees of their social protection", "On the promotion of social advancement and development of young people in Ukraine" "On the basis of social protection for homeless people and street children", etc., which spelled out a considerable numbers of social security types, including the field of social services. On the other hand there is a trend – all kinds of social benefits tied to the subsistence minimum, which includes in its structure a set of goods and services. So it is not clear how to reconcile these two approaches.

I.3. Financial problems

Financial problems are connected primarily with the ineffective use of budget funds allocated to the social sphere. There is a contradiction between the efforts to reduce state budget costs and efforts of some social service providers, these costs increased.

On March 7, 2012 President of Ukraine had signed so-called "social initiatives". Two of the four initiatives directly concern the reform of social services:

"We need to restore the fundamental principle of social justice, abolishing benefits for those who do not need them. It is about improving the efficiency of social policy.

The third direction - a deep modernization of social security. We need to switch from unsystematic payments to targeted assistance and social services that meet the needs of the individual and the family."

President Program of economic reforms for 2010-2014 "Prosperous Society, Competitive Economy, Effective State" as a major cause of the inefficiency of social support indicated – "provision of most types of care does not take into account income and property of the beneficiary. Distorted philosophy of social support – social assistance is focused on the maximum coverage of people. The Program offered to introduce a system of economically
and socially grounded norms of consumption of housing and utilities, transport and other services, and then use them for determining the amount of social support; it also proposed amendments to legislation on rationing consumption of services in the provision of social support."

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Again it should be noted, that important approach of social reform is linking social support and social services to the subsistence minimum as the basic state social standard (Art. 6 of the Law "On state social standards and state social guarantees").

According to the third paragraph of part five, Article 7 of the Law of Ukraine "On Social Services" – free services are provided to "citizens who are in difficult circumstances due to unemployment (and registered by the state employment service as seeking employment), homelessness, natural disasters, catastrophes; persons who are recognized as refugees or persons who need extra protection if monthly average income of these people is lower than the subsistence minimum."

Part six of Article 7 states that "social services for other persons, in the amount determined by state standards, can be provided with differentiated fees depending on the incomes of such persons in order approved(1184-2012-n) by the Cabinet of Ministers of Ukraine".

As already noted, "social services guaranteed by the state" tied to the subsistence level and income of individuals or families. Unfortunately, the current List of social services and Social service Standards do not allow the calculation of the cost of social services per client, and it is difficult to determine what part of social services will be financed by the state budget, and what by the recipient.

Decree of the President of Ukraine (March 12, 2013 № 128/2013) was approved the "National Action Plan for 2013 to implement the program of economic reforms for 2010 - 2014 “Prosperous Society, Competitive Economy, Effective State”", which, among other things, envisaged to implement the next steps:

49.1.4. Development and adoption of norm regulating funding of recipients of social services provided in accordance with state standards of social services,

49.1.5. Development and adoption of financial norms of budget for funding social services providing in accordance with social standards for one recipient.

So, financing of social services should be determined by the standards of social services. It is also necessary to establish a mechanism of calculating the services cost per customer. It is clear that the cost of services per customer – most likely – will not be used to determine the seize of funding that the state gives to necessary social services, but rather to establish the "economically reasonable" wage for social services. In such context, it is possible to predict, for example, that the principle of "money follows a recipient of services" can be seen
as a form of social assistance. In the same time, payments will not exceed the subsistence level, even if they are not "economically reasonable".

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"Strategy of reforming the system of social services," provides a mechanism of social order to enhance competition among providers and to improve quality of services; it also adds "to develop and implement mechanism to fund social services by the principle money follows the recipient". But such mechanism is secondary if comparing with the problem of social order (i.e. what size of funding for every particular social service must be provided by the state budget). Now in Ukraine there are no mechanisms for measurement of service value and for determining of minimum package of social services that the state must fund. All of this issues do not allow to determine what social order is and, thus, to involve budget funding for non-governmental providers.

The difficulties with using NGO as social services providers were clearly shown during implementation of Cabinet of Ministers order №559 «On approval of the tender rules to involve the budget funding for social services providers" which was adopted in 2004 and repealed in 2013. This order was not used even once for involving NGO.

Ministry of Social Policy sometimes becomes a "hostage" of various international donor programs, in the frame of which many regulatory acts are developed, that not only contributes to the reform of social services, but also hinders it by implementing new restrictions.

For example, the Cabinet of Ministers of Ukraine in 2013 (№ 324) approved the "Procedure of social order through the budget." This order limits the number of rules in applicable law of Ukraine:

- Law "On public procurement", Article 2, which provides that the tender procedures for procurement of services at the budget fund must starting at 100 000 UAH. But Order № 324 sets tender procedures up to 100 000 UAH;

- Law "On social services", Article 14, which fixes the financing of social services at the expense of state and local budgets. But Order № 324 claims that only local budgets are responsible for that (in accordance with Article 91 of the Budget Code of Ukraine);

- Law "On social services", which establishes equality of governmental and non-governmental providers of social services. But Order № 324 uses term "social order" only for services that do not provide governmental providers.

It should be noted that a large number of regions do not have non-governmental providers, among which would be possible to hold a tender for social order. In 2013, in the frame of one international project, in the Zaporizhia region was conducted the pilot-implementation of the social order mechanism in accordance with the Order №324. It was a contest among one provider (Red Cross), who received the same budget funds that he had been receiving in previous years without tender procedures. The mechanism of social order is only manifestation and does not actually affect social services provision.
Narrowing of the sources of funding for non-governmental providers on local level has another problems as well. Since January 1, 2014 came into force amendments to the Budget Code of Ukraine to articles 87, 20 "financial support of NGOs on a tender basis for the tasks of state policy", and to article 91, 20: "financial support of NGOs on a tender basis for the tasks of regional policy." These tenders will be held according to the Order of tenders, approved by the Cabinet of Ministers in 2011 (№ 1049). And taking into account that it is not legally clear what "social order" is, can be expected that the funds will not be allocated for the procurement of social services, but for financial support of NGOs.

1.4. Needs assessment

The important task of social reform is targeting of social assistance, in the form of benefits, compensation and social services. Increased of targeting highlighted as a priority point in the Reform program of the Cabinet of Ministers of Ukraine and in the Coalition agreement signed by the leaders of the democratic fractions in the Verkhovna Rada.

But it is impossible to implement these tasks and to determine the needs of administrative units population for social services without a clear plan.

Evaluation the needs of a administrative unit population for social services was first held in 2013 and conducted in accordance with the guidelines, approved by the Ministry of Social Policy of 2012 (№ 648).

The independent analysis of the Evaluation results, conducted by the experts of Bureau of social and political developments in the same year, showed that:

- Evaluation was conducted partly,
- Priorities in the needs for social services were not determined,
- Potential of NG-providers of social services did not take into account,
- Incorrect use of different types of social services was made to determine the needs of specific social groups.
- Potential demand for social services in the most of regions was not calculated.
- Quantitative indicators of needs of specific social groups were not adequate in comparison to the total number of such groups (according to official statistics),
- Approximate funding of social services to meet the demand was unfounded.

In early 2014 Ministry of Social Policy issued a decree № 28 (registered by the Ministry of Justice on February 7, 2014 by № 253/25030) «On approval of
determining the needs of the population of the administrative-territorial unit for social services."

In 2014 the Bureau experts also had conducted an independent analysis determining the needs, which showed that:

- The procedure of needs assessment did not provide adequate data gathering and analysis.
- Identification of target groups eligible for a number of social services was incomprehensible and discriminatory.
- Needs assessment was conducted partially; analysis of the data and classification of the main priorities for services was not conducted in the most of regions.
- Priorities in the field of the needs for social services did not determined in the most of regions. Local authorities considered this analysis as the responsibility of the Ministry of Social Policy.
- It was not possible to analyze the potential of different providers of social services and infrastructure, according to the requirements of the new Procedure for assessment of needs for social services.
- Social order remained as a declarative mechanism primarily because of improper conduction of needs assessment.

Conclusion: *The current legislation does not provide needs assessment, it is cumbersome and do not meet the needs of reform of social services. The sources, which may be allocated for social services from local budgets, could not be extended for NGO services.*
II. REFORM OF THE SOCIAL SERVICES SYSTEM

What tasks in the reform of social services facing the Ministry of Social Policy today?

In November 27, 2014 parliamentary fractions signed the Agreement, by which the coalition "European Ukraine" was established.

Part XV – SOCIAL AND HUMANITARIAN REFORM of this Agreement anticipated measures of improvement of social services system:

«1.8. Calculation and implementation of social standards for all types of social services provided by the state. Transition to financing of social services according to the approved social standards.

1.9. Development of a network of non-profit organizations that meet the needs of socially vulnerable groups for social services. Implementation of appropriate mechanisms of funding. Extensive involvement of non-governmental social services providers.»

But Parliament Resolution adopted at the end of 2014 (number 26-VIII «On the Program of the Cabinet of Ministers of Ukraine”), that contains refers to the "Coalition Agreement" and to the "Association Agreement between the European Union and the European Atomic Energy Community and their member states, of the one part, and Ukraine, of the other part", specified nothing about forthcoming reform of social services (pt. 8 "New social policy").

On December 12 2014, The Ministry of Social Policy had approved the "Action Plan to implement the Program of the Cabinet of Ministers of Ukraine and the Coalition Agreement."

Paragraph 16 of the Plan provides – "Calculation and implementation of social standards for all types of social services provided by the state. Transition to financing of social services according to the approved social standards (as in art. 1.8 of Coalition Agreement)". According to this, by the end of November 2015 the Ministry of Social Policy must approve and implement the eight state standards of social services such as:

- social adaptation;
- supported accommodation;
- residential care for older and disabled;
- consultancy;
- social prevention;
- representation of interests;
- mediation;
- palliative care.
Paragraph 17 of the Plan provides "Development of a network of non-profit organizations that meet the needs of socially vulnerable groups for social services. Implementation of appropriate mechanisms of funding. Extensive involvement of non-governmental institutions and organizations to the system of social services provision (as in art. 1.9 of Coalition Agreement)".

According to that the Ministry should approve:

- Guidelines for evaluation of tender application for provision of social services at budget cost (by April 2015);

- Template of agreement on budgetary funds involvement for social services (by May 2015);

- Typical Charter of daycares department for older people and disabled and department of supported accommodation for older people and disabled (by March 2015).

Based on the review of the structural, financial and other problems of the social services system, it should be noted that the programs proposed by the Cabinet of Ministers and the Ministry of Social Policy of Ukraine relate only to specific and quite narrow issues of social services. These programs cannot how the provision of social services would look like in the framework of decentralization, especially in economic field. Neither the Cabinet nor the Parliament or the Presidential Administration has vision of how to develop the social sphere, and in particular the market of social services.
III. What is that – “Single social window” in Ukraine?

"Single social window" is a term which at different times has different semantic content. Single social window started to be implemented in the early 2000s in different regions of Ukraine.

Here are some examples:

In 2006

Executive Committee of Cherkasy City Council ordered (№ 1360) implementation of "single social window" system in Cherkasy; this system provided joint automatic accounting of payments for housing-communal services, subsidies for housing-communal services received from the population of the city and also information exchange with the Department of Labour and Social Welfare.

In 2010

Khmelnytsky Region State Administration approved the guidelines (22.10.2010 - №539) "Implementation of the Head of State Administration Order from August 9, 2010 № 408/2010-p "On regional measures to strengthen social protection for population paying for housing-communal services". Article 2.4 of guidelines stressed "To ensure effective work of departments of labour and social welfare, city executive committees (on regional level) under unified technology of citizens-reception (single social window) in district state administrations."

In 2012

Rivne State Administration gave a definition of "single social window":

"In order to ensure social security and implementation of President of Ukraine social initiatives, in all departments of labour and social welfare in district administrations and city executive committees, public reception based on the principle of single social window were established.

Hotlines on important issues of social protection (benefits provision, in particular subsidies for housing and communal services, provision of all kinds of state assistance in retirement issues) were opened.

Mobile groups for social services that carry immediate departure to the person and provide comprehensive social services according to the needs of the person who served, were established on the basis of the territorial centers.

To implement the order of the Cabinet of Ministers of Ukraine from April 1, 2012, a separate department for public service based on the principle of "single window" in the Management of the Pension Fund in Rivne was established. The main objective of department is provision of any qualified service as soon as possible, to ensure the high level of consulting services for citizens.
During April at least 2300 persons were provided with services via single window. Among the most popular services are: specialized counseling, pension certification, assistance for burial, entrepreneurship certification and the compulsory state pension insurance”.

In 2013

In February Press Service of the Ministry of Social Policy presented five strategic directions of work that were announced by the Minister of Social Policy during the expanded session of the Ministry. Implementation of these directions was also provided in the Ministry three-year plan of action:

1. Effective social assistance, which will reduce social injustice:
   - Provision of proper level of benefits to the poorest and most vulnerable citizens;
   - Rich citizens cannot receive state social assistance;
   - Establishing of a modern information platform that provides the ability to automate the process of appointing and provision of all kinds of social assistance and benefits.

2. Ensuring effective employment and improving the pension system.
   - Improving the pension system, elimination of the deficit of the Pension Fund;
   - Ensuring effective employment;
   - Legalization of salaries and salary-system transformation.

3. Strengthening the protection of the most vulnerable groups of the population, through increasing of social protection for:
   - War veterans;
   - Children of War;
   - Chernobyl victims;
   - Large families;
   - Other vulnerable categories

4. Strengthening cooperation with the civil society and social partners
   - Ensuring a systematic and permanent control over the activities of the national social security institutions;
   - The Minister controls personally the results of monitoring.

- establishment of Scientific Expert Council;
- the involvement of non-governmental organizations to a broad discussion.

Thus "single social window" before Revolution in 2014, was understood rather as a tool for joint accounting and provision of subsidies, social benefits and pension issues. Social services are not included in the list of services provided by these windows. There were only a few statements about the need to add social services to the list of services provided by "single social window".

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Since the beginning of reforms in 2014, the social sector was a priority neither in Strategy 2020, nor in other strategic documents. For example, decentralization reform does not generally provide social services only administrative:

Administrative center of joint community

1. Delegation of Pension Fund
2. Territorial center of Social Protection:
   - Registration of subsidies
   - Payment of social allowances
   - Work with disabled and older people
3. Center of administrative services provision:
   - State registration of land and real estate; certification
   - Issuance of passports, residence registration
   - Registration of legal entities, NGOs, media, etc.
   - Preparation of necessary documents for children and minors
   - Information of veterinary and epidemiological service activities
   - Other administrative services.

On December 18 2014, The Ministry of Social Policy had approved the "Action Plan to implement the Program of the Cabinet of Ministers of Ukraine and the Coalition Agreement."

Article 6 of this plan provides "To establish the system of social protection, that cancels requirements for citizens to include in their applications and appeals to social welfare departments any certificates or approvals - all relevant information state will receive from its own data base of departments information..."
exchange. However, the applicant will be responsible for false data as well as illegal decision based on such data (ibidem in 1.1 of Coalition Agreement Regulation)."

According to this plan: "Transparent offices of social security and pension provision on the principle of "single window using modern information technology will be established". By December of 2017 the Ministry must provide "Introduction of new simplified procedures of reception of citizens in the system of social services and pension provision."

Proposals on decentralization and establishment of "single window", according to the Ministry of Social Policy Action Plan, do not give clear understanding about duties that "single window" will be responsible for, and whether there is a place for social services.

International organizations support "single social window" projects, as a tool to improve the efficiency and targeting of social services. After studying the recommendations of the UNDP on the organization of social services in the community, the City Council of Uman decided to unite Social centers for families, children and youth with Departments of labour and social welfare into one center for social services provision. UNDP supported this idea and funded establishment of the first Center. It is planned that the experience of Uman center will determine advantages and disadvantages of "one social window" as a mechanism for comprehensive social protection approaches at the community level, especially in the frame of decentralization. Uman one of the first cities in Ukraine, which, with the support of the UNDP Project "Support to social sector reform in Ukraine", implemented the approach of "single window" provision of social services.
IV. Activities in the framework of monitoring

_In the framework of the project “Integrated social services ect”, experts of “Bureau of social and political developments,” held a series of discussions on reforming the system of social services under decentralization and engaging experience in this area of Eastern Partnership member countries. During these events, proposals of reforms were presented. Experts had also conducted monitoring visit to the Center of social services in Uman (Kirovograd region)._

On June 18, 2015 experts of BSPD held the session of Coordination-Expert Council on Social Policy of Research Institute for Labour and Employment. The meeting was attended by Sergey Bychkov, Head of the Ministers office, Oksana Sulima - Head of Department for older and social services provision, Kolbasa Ruslan - Head of children’s rights and adoption department, Irina Pinchuk - Head of Department for prevention of child abandonment, representatives of Research Institute for Labour and Employment - Leonid Ilchuk and Igor Kaminnyk, representatives of NGOs "Caritas Ukraine", International Charitable Organization "Partnership for every child," Ukrainian public organization "League of Social Workers of Ukraine ", World Bank consultants, managers and experts of UNDP project "Support to social sector reform in Ukraine ", and UNICEF.

At the meeting were presented Armenia's experience in implementation of integrated centers of social services, financed by the World Bank - "The centers provide a range of social services in the following areas - pensions; employment; Medical commission; social payments. They work on the principle of "one social window". According to the program of social services development, more than 50 similar offices throughout Armenia will be opened by 2018 ".

Participants also discussed the outlines of social services reform in the framework of decentralization, which were developed by experts of the Bureau.

The issues, such as subjects interaction within the system in the new circumstances, demarcation of responsibilities between different levels of territorial organizations in the provision of services, development of social services market, single window for social services, were considered. Repeatedly it was emphasized, that today we have a clear COI, when those who assess the needs for services, in the same time provide these services. In the framework of decentralization it is also essential that local authorities divide what services could be funded from local budget, and what from central one - which would reduce financial burden from poor communities.

Following the discussion, the participants of the meeting agreed to finalize the model of social services under decentralization, and to work out a package of legal documents relating to demarcation of responsibilities, relevant amendments to the Budget Code, proposals on unified social services centers as instruments of more transparent and effective allocation of budget and list of social services funded from the budgets of different levels.

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Labour legislation, employment and social policy were discussed during the meeting of the Working Group 13 "Employment, labour rights, safe and healthy work environment, social policy" of Civil society platform Ukraine-EU on July 10.

The meeting was attended by representatives of the European Commissions - Jose Lora, head of the Solidarity Centre of the US Embassy in Ukraine Tristan Masat, UNDP, trade unions and employers, experts of Bureau of Social and Political Development, Institute of Demography and Social Studies, Research Institute for Labour and Employment, Reanimation package of reforms and other organizations.

Opening the meeting the group coordinator Rostislav Dzundza noted that the group plays an important role in the process of reform in fields of social dialogue and social policy in Ukraine.

Leonid Ilchuk, vice head of the Research Institute for Labour and Employment, brought examples of successful reforms in social services system in Armenia. He presented Armenia’s experience in establishing of integrated centers of social services. "These centers work on the principle of "single window". Under the program of development of social services by 2018, they plan to open more than 50 similar offices throughout the territory of Armenia", - he said.

Participants also consider the problem of reforming the system of social services under decentralization in Ukraine. According to Igor Kaminnyk, Secretary of Coordinative and Expert Council for Social Policy, Ukraine have to harmonize legislation and remove contradictions in legal acts. An important issue is coordination of activities of various reform expert platforms and international projects. Therefore working groups such as the group 13 CSP Ukraine-EU is a unique tool for effective reform in the social sphere.

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On July 14, 2015 the experts of Bureau visited Center of social services in the city of Uman (Kirovohrad region).

This joint Center is unique in Cherkasy region and in Ukraine. Therefore, representatives of UNICEF, the Ministry of Social Policy, Bureau of social and political developments, representatives of departments of social protection from Odessa, Lviv, Cherkasy, Mariupol, etc., came to get acquainted with the mechanism of single social window, to explore opportunities and risks related to implementation of such mechanism nationwide. Ludmila Kyrylyuk, vice-major of the city stated - "Uman Experience will determine the advantages and disadvantages of the single social window, as a mechanism of integrated approaches of social protection at the community level".

"Uman has really interesting developments. This is one of the first cities in Ukraine, which implemented the approach of "single window" provision of social services. UNDP intends to support this initiative, and in particular help to work out recommendations for other cities," - noted Elena Ivanova, Manager of the UNDP Project "Support to social sector reform in Ukraine".
V. SINGLE SOCIAL WINDOW IN UMAN CITY

On July 14, 2015 the experts of Bureau visited Center of social services in the city of Uman (Kirovohrad region). This joint Center is unique in Cherkasy region and in Ukraine. Therefore, representatives of UNICEF, the Ministry of Social Policy, Bureau of social and political developments, representatives of departments of social protection from Odessa, Lviv, Cherkasy, Mariupol, etc., came to get acquainted with the mechanism of single social window, to explore opportunities and risks related to implementation of such mechanism nationwide.

Under the guidelines of the Ministry of Social Policy (26.11.2012, №741) «On approval of guidance on the development of departments for social protection in local state administrations" the Regulations on the Department of Labour and Social Welfare was developed and adopted (08.11.2013).

Taking into account the recommendations of the UNDP, was polished the structure of the Joint Centre as a major provider of social services in the administrative - territorial unit (region or community).

Social centers for families, children and youth were united with Departments of labour and social welfare (City Council of Uman 26.12.2014, № 2.5-65/6).

The joint center is the part of the Department of Labour and Social Welfare structure in Uman City, and brings together Territorial center of social services and Center of Social Services for Families, Children and Youth (scheme 1).

\[ \text{scheme 1} \]
Among the main priorities of the Center are:

• Reduction social inequalities and prevention of difficult life circumstances;
• Coordination of activities and increasing the significance of subjects and providers of social sphere;
• Simplifying the request mechanism for social assistance and social services.

According to the authors of Joint Center project, the concentration of social services in one institution – i.e. provision of full package of social support on principle of "single window" (now it is just financial support), allows to provide:

• early identification of families that need support and providing them social services on time;
• targeted provision of social services;
• expanding the list of populations group covered with social services (primarily children, families with children, individuals and families in difficult circumstances);
• economy of budget funds;
• avoiding duplication of functions and financial reserves.

Economic impact is expected as well due to:

• unification and optimization of the administrative apparatus;
• increasing the quantity of experts of social work by reducing the number of apparatus;
• centralized accounting department, HR department, chancellery, mechanization;
• concentration of activities in one building that saves energy resources.

It should also be noted that funding of Joint Center institutions transfers through the Budget Office of Labour and Social Welfare Department. The institutions that directly provide services are not legal persons.

Joint Social Services Centre is focused on the following target groups:

1. Single mother (father) with children;
2. Freed from prison;
3. Participants of Antiterrorist operation and their families;
4. Internally displaced persons and their families;
5. Disabled children;
6. Children who are victims of violence, abuse or human trafficking;
7. Drug or Alcohol-dependent persons, HIV-infected children, youth and their families;
8. Dispersed families;
9. People with special needs;
10. Orphaned and children deprived of parental care;
11. Foster families, orphanages;
12. The victims of the Chernobyl accident and their families;
13. Old people;
14. Families with children, large families;
15. Low-income families;
16. Homeless;

On December 12 2014, The Ministry of Social Policy had approved the "Action Plan to implement the Program of the Cabinet of Ministers of Ukraine and the Coalition Agreement." Paragraph 17 of the Plan provides – "Development of network of non-profit organizations that meet the needs of socially vulnerable groups for social services. Implementation of appropriate mechanisms of funding. Extensive involvement of non-governmental social services providers".

Under decentralization it is also important to create a market of social services. Therefore Joint Center project provides:

- Development of a network of non-profit organizations that meet the needs of socially vulnerable groups for social services;
- Implementation of appropriate mechanisms of funding;
- Extensive involvement of non-governmental social services providers.

However, the scheme of work of joint center (scheme 2), defines subjects of social work and non-governmental organizations, as separate things.
In the Joint Center are 14 experts of social protection and 3 social workers. There also were established three additional departaments:

- On individual needs for social services;
- On organization and provision of social services to ATO participants, their families and internally displaced persons;
- On monitoring and evaluation.

Head and experts in social work entered the staff within the size and payroll of the Center of social services. Newly established divisions provide social services in their local communities.

Department of Labour and Social Welfare pays attention to targeting of social services, which requires identification of needs of the territorial unit population and planning of services provision.

Responsible for this direction is Departament Vice-Head (previously head of Uman City Centre of Social Services for Families, Children and Youth), and sub-department for social services of State Administration.

For needs assessment the department of labour and social welfare started work on formation of social passports for families or persons:

1. During personal consultations with citizens;
2. During working with databases of persons, who need social protection:
   - Database of pension documentation (ACOPD) - COMTEX;
• Centralized State database of persons entitled to benefits;
• Centralized database of Disabled;
• Single State database of internally displaced persons from ATO region and Crimea;
• Database of families in difficult life circumstances;
• Database of large families;
• Database of social assistance recipients and database of personal files of recipients of state social assistance, subsidies, benefits or pension;
• Database of social workers visits to families or individuals;
• Centralized electronic system "Children" of Service of children;
• Centralized database of the State Employment Service.

In the plans of Labour and Social Welfare Department are organization of the following structures within the Center:

• Social Center of Mother and Child "Родинне тепло";
• Crisis Centre for domestic violence victims;
• Schools for volunteers;
• Center of leisure and recreation for children of school age "Барвограй";
• Schools for orphans;
• Room for groups of children with autism and DNS at the Center for Social Rehabilitation of Disabled Children "Пролісок";
• Early intervention services;
• Center for children from families in crisis "Пелюстки довіри".

LOOK ALSO

http://zakon0.rada.gov.ua/laws/show/178-2007-%D1%80
http://zakon0.rada.gov.ua/laws/show/556-2012-%D1%80
VI. PROPOSALS:

During the monitoring participants brought different proposals on how mechanism of "one social window" should be implemented in Ukraine. In terms of decentralization it is necessary to provide for local governments, executive committees and structural departments of social protection the following rights:

- to establish joint centers of social services;
- to decide what departments must coordinate activities of centers of social services and service providers;
- to determine the legal status of a centers of social services;
- to create comprehensive database of families (individuals), who need social services;
- to develope unified software for accounting recipients and providers of social services.

The steps to develope single social window:

- To establish joint centers based on Services for Families, Children and Youth;
- To outline duties for new entities of social work and Service system for children;
- Services for Families, Children and Youth must control the quality of social services through monitoring, accounting and coordination; social workers can use case management;
- Provide an opportunity for the Centers to order social services from non governmental and charitable organizations working in the relevant direction on the local level;
- Centers must focus on case management. In the framework of social services market such centers must order social services directly from providers;
- To ensure targeting of social payments, such payments should be provided on the basis of needs assessments of family / individual as a tool to support family / individual during difficult life circumstances.
- To ensure high quality of public service, each community must provide the assessment of community needs for social services, as well as for existing providers developed by municipal institutions, non governmental or charitable organizations;
- Establishment of joint centers of social services requires thorough revision of the current regulatory framework and a clear delineation of duties and responsibilities between all stakeholders.