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### ANALYSIS OF FUNCTIONING OF SOCIAL POLICY INSTITUTIONS IN UKRAINE

**Abstract.** The article investigates the essence and analyzes the problems of functioning of social policy institutions of the state. It is established that social policy institutions are an important element of a socially oriented state and allow to support at a high standard of living of its citizens. The term «social institute» denotes a diverse range of phenomena and processes in society. The totality of all available social institutions characterizes the way public life is organized as a whole. The emergence of social institutions is the result of the needs of social practice. Based on the analysis of the relevant legal framework, the periodization of the development of social policy institutions in Ukraine was carried out. The results of the analysis made it possible to conclude that a complex system of social institutions has been formed in our country, providing support for the individual in many spheres. But despite their existence in Ukraine, quality and efficiency issues remain. The analysis of the financial support of social institutions in some countries of the world and in Ukraine by the results of 2018 showed that this area is extremely underfunded in Ukraine in comparison with other countries of the world. An in-depth review of the problems of functioning of social policy institutions was conducted on the basis of the analysis of social institutions in the sphere of material remuneration of workers in the labor market, as well as the social security of pensioners. It is concluded that the pace of improvement of social standards in Ukraine does not meet the conditions and requirements of today, when for the period from 2014 to 2019 the cost of living has increased more than 3 times without a corresponding increase in funding of social policy institutions. Thus, recent events in Ukraine have adversely affected the level of financial support for the functioning of social policy institutions of Ukraine. Further scientific exploration should be undertaken to find ways of developing social policy institutions in Ukraine and to increase their effectiveness by building on the best practices of developed countries.

**Keywords:** social policy, social institute, minimum wage, pension, social standards, social expenditures.

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### АНАЛІЗ ФУНКЦІОНУВАННЯ ІНСТИТУТІВ СОЦІАЛЬНОЇ ПОЛІТИКИ В УКРАЇНІ

**Анотація.** Досліджено сутність і проведено аналіз проблематики функціонування інститутів соціальної політики держави. Установлено, що інститути соціальної політики є важливим елементом соціально орієнтованої держави і дозволяють підтримувати на належному високому рівні життя її громадян. Поняттям «соціальний інститут» позначається різноманітне коло явищ і процесів у суспільстві. Сукупність усіх наявних соціальних інститутів характеризує спосіб організації суспільного життя в цілому. Виникнення соціальних інститутів є результатом потреб соціальної практики. На основі аналізу

відповідної нормативно-правової бази здійснено періодизацію розвитку інститутів соціальної політики в Україні. Результати аналізу дали змогу зробити висновок про те, що в нашій державі сформовано комплексну систему соціальних інститутів, які забезпечують підтримання особистості в багатьох сферах. Але, попри їх існування, в Україні все ще залишаються проблемними питання їхньої якості та ефективності. Аналіз фінансового забезпечення соціальних інститутів в окремих країнах світу і в Україні, за підсумками 2018 року, дав змогу говорити про те, що ця сфера є вкрай недофінансованою в Україні у порівнянні з іншими країнами світу. Проведений поглиблений огляд проблематики функціонування інститутів соціальної політики проведено на основі аналізу соціальних інститутів у сфері матеріальної винагороди працівників на ринку праці, а також соціального забезпечення пенсіонерів. Зроблено висновок про те, темпи поліпшення соціальних стандартів в Україні не відповідають умовам і вимогам сьогодення, коли за період з 2014 до 2019 рр. вартість життя зросла більше ніж утричі без відповідного нарощення фінансування інститутів соціальної політики. Отже, події останніх років в Україні негативно вплинули на рівень фінансового забезпечення функціонування інститутів соціальної політики України. Подальші наукові розвідки варто здійснити в напрямі пошуку шляхів розвитку інститутів соціальної політики в Україні та підвищення ефективності їх функціонування на основі використання передового досвіду розвинутих країн.

**Ключові слова:** соціальна політика, соціальний інститут, мінімальна заробітна плата, пенсія, соціальні стандарти, соціальні видатки.

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**Introduction.** The basis of any society lies in its complex internal social structure. At the same time, the formation of the optimal structure of society has always been a relevant task throughout the existence of human civilization. The social transformation taking place in Ukraine at the present stage of its independent formation presupposes a fundamental change in the system of social development of the state and, above all, in the institutions of social policy. The high level of public «demand» for effective social policy and its institutions, the compliance of their institutional provision with the needs and requirements of today, requires the government to introduce effective social institutions. If we talk about the quality of functioning of social policy institutions, the current institutional transformations taking place in Ukraine have not yet led to tangible results in increasing the quality of life and significantly improving the social situation in society.

**Research analysis and objectives.** The following domestic scientists have devoted their attention to the problems of realization of social policy, functioning of its social institutions: O. Grishnova [4; 10], A. Kolot [5; 11], E. Libanova [2], I. Litovchenko [6], R. Pikus, D. Nestorova [7] and foreign scientists, among which it is worth noting: T. Tsiurkalo [1], H. Vargas-Hernandez, M. Rezk Noruzi, Iran Farhad Nejad Hajj [3] and others. In the works of these scientists, some aspects of social policy are considered, but, unfortunately, a comprehensive study of the functioning of its institutions is not conducted. At the same time, in the context of Ukraine's European integration, issues of improving the quality and efficiency of Ukraine's social institutions come to the fore.

The purpose of the article is a thorough analysis of the problem of the functioning of social policy institutions in the context of Ukraine's European integration.

**Results and Discussion.** According to the Constitution of Ukraine of 1996, Ukraine is a country with a socially oriented economy (Article 1). Social policy is one of the integral elements of the state's domestic policy. A market economy in general does not guarantee a high standard of living for all members of society. The market is a socially indifferent tool for the dispersion of economic resources, based on the laws of supply and demand. One of the disadvantages of a market economy is a division of society into those who are in the market demand and those who are not quoted by their qualifications. The consequence of this is the growth of social inequality and the intensification of such social problems as unemployment, poverty, low living standards. The social policy of the state and its institutions are aimed at solving these problems.

In the framework of modern scientific research many interpretations of the concept of «social policy» can be found. Thus, investigating the essence of social policy, T. Tsiurkalo calls it

«a social phenomenon that combines various multifactorial components: constitutional and legal, national, institutional, public, administrative, state, humanistic and others» [1].

E. Libanova calls Social Policy «the influence of the state, based on a system of rules (norms) that affiliates the involvement of various actors in political processes» [2].

Foreign scholars H. Vargas-Hernandez, M. Reza Noruzi and Irani Farhad Nejad Haj Ali, studying social policy, note the following: «Social policy primarily concerns recommendations and tools for impact on the change, maintenance or creation of living conditions that contribute to improving human well-being». According to scientists, social policy includes such components (institutions) as: education, health care, housing, employment and nutrition for all people [3, p. 287].

It is worth agreeing with A. Kolot's statement that today «it should be assumed that social policy has already grown from the current framework of economic policy, and the general economization of policy, which was inherent and largely justified in pre-industrial and industrial society, which professed other values are already attributes of yesterday» [5].

The main element of the social structure of society is the social institution, which according to I. Litovchenko, coordinates and integrates many individual actions of people, organizes social relations in certain spheres of public life [6, p. 43—47]. Social institutions, along with such other elements of the social structure as: social groups, social communities, social roles and statuses, etc.), in the process of interaction form the basis of human society.

The evolution of the development of social policy institutions in Ukraine can be analyzed on the basis of a comprehensive study of the relevant legal framework, which will allocate a time frame for each of the institutions.

In the *table 1* an attempt to show the process of evolution of social institutions of Ukraine in the field of social policy from the period of independence to the present time is made.

Listed in *table 1*. The information on the formation of institutions of social policy in Ukraine given in table 1 allows us to conclude that in our country a comprehensive system of social institutions is formed that provide support for the individual in many areas. But despite their existence in Ukraine issues of their quality and effectiveness still remain problematic.

Table 1

Evolution of social policy institutions in Ukraine (1991—2019)

Year	Social institute	Legislative Basis	Characteristics	Current status as of 2019
1991	Pension provision	The Law of Ukraine «On pension provision» № 1931-XII from 06.12.1991	Guaranteeing all disabled citizens the right to material provision by pensions	During the existence of this institution, 39 amendments to the basic law were adopted. The minimum payment from December 1, 2019 is UAH 1,638
1992	Minimum wage	Decree of the Cabinet of Ministers of Ukraine «On Remuneration of Labor» from 31.12.1992 № 23-92	Sets the minimum statutory limits for remuneration of labor	In 1995 the decree expired and the Law «On Remuneration of Labor» was adopted
1999	Accident insurance	The Law of Ukraine «On Compulsory State Social Insurance against Accidents at Work and Occupational Diseases Causing Disability» № 1105-XIV from September 23, 1999	Defines the legal basis, economic mechanism and organizational structure of compulsory state social insurance of citizens against accidents at work and occupational diseases	During its existence, 25 amendments to the law have been made. At the moment, the law has lost its force and has been replaced by another law. From January 1, 2019, the minimum wage is set at UAH 4,173.
1999	Subsistence minimum	The Law «On the subsistence minimum» № 966-XIV from 15 July 1999	Lays the legal basis for the determination of the subsistence minimum, approval and consideration in the implementation of the state of the constitutional guarantee of citizens to a sufficient standard of living	During its existence, 10 amendments have been made. The subsistence minimum is set annually in the Law on the State Budget. From December 1, 2019, the subsistence minimum is set at UAH 2,027.

Table 1 (continued)

Year	Social institute	Legislative Basis	Characteristics	Current status as of 2019
2000	Protection in case of unemployment	The Law of Ukraine «On Compulsory State Social Insurance in Case of Unemployment»	Defines the legal, financial and organizational principles of compulsory state insurance in case of unemployment	During its existence, 41 amendments have been made to the basic law. The minimum amount of unemployment benefits in 2019 is UAH 610
2001	Efficiency	The Law of Ukraine «About obligatory national social insurance in connection with the temporary disability and expenses caused by burial»	Determines the basics of insurance of citizens in case of temporary disability, in connection with pregnancy and childbirth, in case of death, etc.	Material support and social services are a separate type of insurance for citizens
2007	Population, family support	The Law of Ukraine of November 21, 1992 № 2811-XII «About government assistance to families with children»	Guarantees financial support to young families at the birth of a child	Assistance at the birth of a child as a social institution was introduced in 2007. In 2019, the assistance is 41,280 hryvnias (10,320 — a one-time amount and 860 hryvnias for 36 months)
2015	Healthcare	Draft Laws «On Compulsory State Social Health Insurance» and «On Financing of Health Care and Compulsory Health Insurance in Ukraine»	Defines legal and economic principles, as well as organizational and financial mechanisms for financing the health care system in general and implementation of compulsory health insurance in Ukraine	It is envisaged to form insurance funds of compulsory health insurance at the expense of a fixed payment of UAH 350—400 for each employee or — additional 6% to SSC

Note. Developed by the author.

The gradual integration of Ukraine into the European space necessitates a comprehensive analysis and identification of the problems of the functioning of social policy institutions in our country.

At present, the financial systems of all countries of the world face the following challenges in one way or another in the current conditions in the field of ensuring the functioning of social policy institutions: insufficient willingness for the nation ageing process and globalization challenges, in particular, related to population migration, and also achieving of critical opportunities on the accumulation of funds in most countries to ensure the support of the social sphere, and in such conditions financial resources are scarce [7, p. 6—11].

Analysis of the financial support of social institutions in some countries around the world in 2018 suggests that this area is extremely underfunded compared to other countries (Fig. 1).

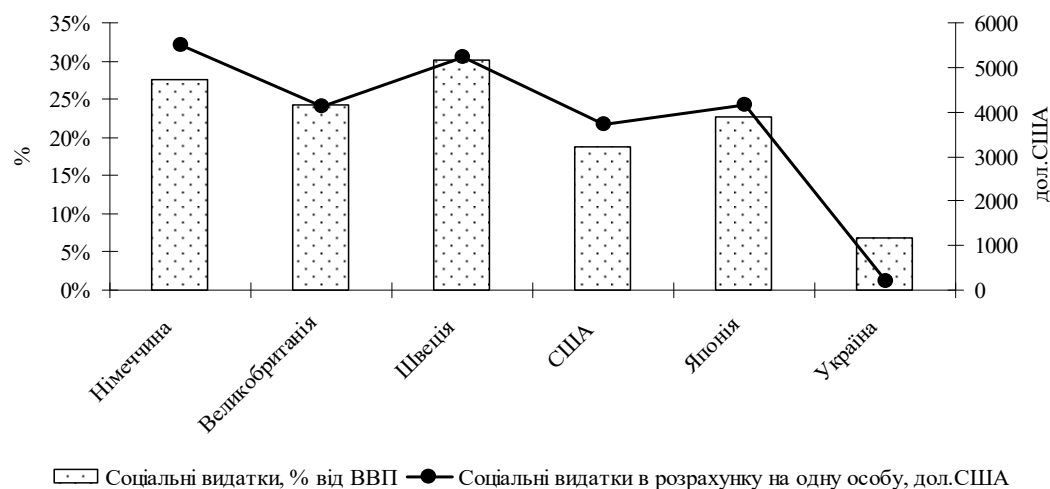


Fig. 1. Quantitative indicators of financial support of social institutions in some countries, 2018

Note: developed by the author based on [8; 9].

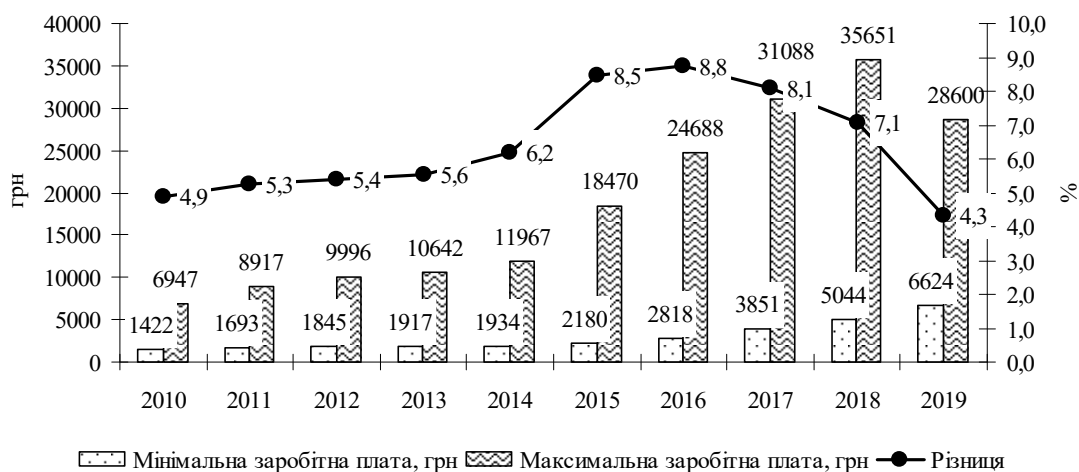
As shown in *Fig. 1*, in the developed countries of the world, located in different parts of the world, social expenditures is a significant part of total governmental expenditures. It is confirmed by an indicator that displays the share of social expenditures as a percentage of GDP. Thus, in the represented countries, in particular in Germany and Sweden, which have developed systems of social policy institutions, the average social expenditures are about 28—30% of GDP. A slightly lower share of social expenditures as a percentage of GDP have the United Kingdom (24%), Japan (23%) and the United States (19%). Accordingly, the average expenditures on ensuring the functioning of social institutions are high in these countries fluctuating from 3710 to 5510 dollars. US per capita.

As for Ukraine, in 2018 the total amount of expenditures for the operation of social institutions was UAH 240,914 million, which in dollar terms is about \$8,922.7 million. Expenditures on the functioning of social institutions (according to the functional classification of state budget expenditures) include: expenditures on health care, spiritual and physical development, education, social protection and social security (including social protection of pensioners). Comparing these expenditures with the gross domestic product of Ukraine in 2018 (UAH 3558706 million), we get an indicator which is much lower than in developed countries — 6.8% ( $240914/3558706 \cdot 100\%$ ). At the same time, in addition to low relative financial support for the functioning of social institutions, the absolute expenditures per person, which are about \$ 210, are also insufficient for the sustainable development of Ukraine, while in the developed countries of the world in average is spent 20—25 times more on the social development.

Thus, as the analysis of statistical data published on the Internet by European statistical organizations showed, countries with the developed market economy have the best indicators of the state and functioning of social policy institutions, are characterized by optimal and wide-scale social protection and security systems, as evidenced by the sufficient level of key macroeconomic indicators in the country, as well as the high standard of living.

An in-depth review of the functioning of social policy institutions can be conducted on the basis of an analysis of social institutions in the field of material remuneration of workers in the labor market. Such social institutions, which are defined at the legislative level, are the minimum wage, the subsistence minimum, as well as unemployment benefits. It is worth paying attention that during 2014—2016, Ukraine has faced an unprecedented negative impact of environmental factors, which, among other things, affected the state's ability to provide decent remuneration of work and material rewards to those who lost their jobs due to external and internal circumstances.

*Fig. 2* presents the dynamics of the monthly maximum and minimum average wages by type of economic activity. Thus, throughout the study period, the highest average salary was received by air transport workers (in 2019 — UAH 28,600 on average per month). In its turn, the minimum wage in Ukraine is typical for such type of economic activity as postal and courier services (UAH 6,624 per month).



**Fig. 2. Differentiation of the average salary of employees in Ukraine in 2010-2019 (by type of economic activity)**

Note: developed by the author based on [9].

As the data in *Fig. 2* show, in 2015—2017 in Ukraine there was excessive differentiation between the minimum and maximum wages, when the difference between them was more than 8 times. In its turn, starting from 2018, the difference began to narrow due to the simultaneous increase in the minimum wage and the reduction of the average maximum wage in the field of air transport (in 2018 — UAH 35,651, in 2019 — UAH 28,600).

In the *Table 2* the comparative dynamics of changes in the average monthly salary of full-time employees, as well as the cost indicators of such social institutions as the minimum wage, subsistence minimum and unemployment benefits is shown. Also the ratio of average monthly wages to the indicators stated below is displayed in *Table 2*.

Table 2

**Indicators of social policy institutions in the field of remuneration of work in Ukraine  
in 2013—2019**

Indicator	2013	2014	2015	2016	2017	2018	2019	Change for 2013— 2019, times
Average monthly salary, UAH	3 282	3 480	4 195	5 183	7 104	8 865	10 306	3,1
The minimum wage (as of December 31), UAH	1 218	1 218	1 378	1 600	3 200	3 723	4 173	3,4
Subsistence minimum (as of 31.12), UAH	1 176	1 176	1 330	1 544	1 700	1 853	2 027	1,7
Average amount of unemployment benefits (for December), UAH	1 189	1 207	1 501	1 997	2 331	2 876	3 443	2,9
The ratio of the average monthly salary to:								Change, abs.
minimum wage, times	2,69	2,86	3,04	3,24	2,22	2,38	2,47	-0,22
subsistence minimum, times	2,79	2,96	3,15	3,36	4,18	4,78	4,71	1,92
the average amount of unemployment benefits (for December), times	2,76	2,88	2,79	2,60	3,05	3,08	2,99	0,23

*Note:* developed by the author based on [9].

The data in *Table 2* indicate that in Ukraine in the period from 2013 to 2015, the minimum wage remained virtually unchanged and amounted to UAH 1,378 in 2015. At the same time, in the previous two years, its size remained unchanged at UAH 1,218. In the following 2016, the minimum wage was increased by UAH 222 to UAH 1,600 (an increase of 16.1%), but this increase was completely insufficient to compensate for the increase in prices in the country, which increased by 24.9% over the previous two years and 43.3%. Only in 2017, financial resources and opportunities were invented to double the size of the minimum wage in Ukraine to UAH 3,200. In general, according to the results of 11 months of 2019, the minimum wage in Ukraine is set at UAH 4,173, and it has grown during the study period in 3.4 times. The positive fact is that the increase in the minimum wage for 2013—2019 is ahead of the growth rate of consumer prices. This suggests that the material support of full-time employees has begun to improve.

Another important social institution in Ukraine is the subsistence level, which reflects the value of the consumer basket, which contains the minimum sets of food, non-food goods and services necessary to preserve human health and ensure its viability. The main provisions determining the procedure for forming the consumer basket and the use of the subsistence minimum are established by the Law of Ukraine «On the Subsistence Minimum» № 966-XIV of 15.07.1999.

The subsistence level in Ukraine for the period from 2013 to 2019 has changed more than 10 times and in general increased from UAH 1,176 as of December 31, 2013 to UAH 2,027 as of December 31, 2019 (from July 1, 2020 — UAH 2,118). In general, during the analyzed period, the subsistence level in Ukraine was increased only 1.7 times, which is significantly behind the growth rate of wages and inflation in the country. This allows us to conclude about the low efficiency of this social institution, as its value does not correspond to the realities of the consumer prices in Ukraine.

When an insured employee loses his or her job, he or she is entitled to unemployment benefits, which also operate as a social institution and provide a sufficient level of financial support for the employee until he or she finds a new job. In general, for the period from 2013 to 2019, the average amount of unemployment benefits has increased from UAH 1,189 to UAH 3,443 or almost triple (2.9 times).

An increase in the subsistence level in 2019 will lead to the recalculation of pensions and other social benefits. Now the minimum pension will be 1638 hryvnias. In addition, from December 1, 2019, the maximum amount of unemployment benefits in Ukraine has increased to UAH 8,408 (4 subsistence minimums). Various social benefits have also increased, for example, the minimum amount of alimony for children under six has increased — from 849.5 to 889.5 UAH, and for children from six to 18 years — from 1059 to 1109 UAH.

Additional indicators that allow to determine the effectiveness of social institutions in the field of wages and material security of employees are the calculated values of the ratio of average monthly wages in accordance with the minimum wage, subsistence level and unemployment benefits. Thus, for the analyzed period from 2013 to 2019, the average monthly wage increased 3.1 times while the minimum wage was increased 3.4 times. Due to this, the ratio decreased from 2.69 to 2.47. Among the studied social institutions, only the dynamics of changes in the minimum wage exceeded the average monthly wage, which in general indicates a strengthening of the potential of this social institution.

As for the other two social institutions — the subsistence level and unemployment benefits — the dynamics of their changes does not correspond to the dynamics of growth of the average monthly wage or changes in prices in Ukraine. Therefore, it can be concluded that the efficiency of these institutions of material support of employees during 2013-2019 decreased.

Let's analyze how optimal the level of functioning of social policy institutions is in terms of providing pensioners in Ukraine in terms of comparing such indicators as the minimum wage and subsistence level with the minimum and average pension.

Data from *Table 3* analysis allows us to reach the following conclusions: most social standards in the field of pensions provision have almost synchronous growth, but it should be taken into account that in recent years there has been a sharp rise in the US dollar — from 8 UAH per dollar to almost 25—27 UAH per dollar USA, ie 3—3.5 times, which also affected the price level, especially for pharmaceutical products;

the level of the subsistence minimum and the minimum pension, which is slightly lower than the established average minimum, is somewhat incomparable;

approved on December 1, 2019 social standards, where there was an increase of approximately 2 times, still can not compensate for inflation in 2013-2018, when prices showed an increase of 2.5 times.

Table 3

### Social standards for providing pensioners in Ukraine in 2013—2019

Indicator	2013	2014	2015	2016	2017	2018	2019	Change for 2013—2019, times
Minimum pension, UAH	949	949	1074	1247	1400	1497	1638	1,7
Average pension, UAH	1 526,1	1 581,5	1 699,5	1 828,3	2 479,2	2 646,4	2 874,1	1,9
Minimum wage, UAH	1 218	1 218	1 378	1 600	3 200	3 723	4 173	3,4
Subsistence level, UAH	1 176	1 176	1 330	1 544	1 700	1 853	2 027	1,7

Note: developed by the author based on [9].

Thus, the level of social standards is clearly low and does not meet even the minimum needs of the poorest.

**Conclusions.** As a result of the study, we conclude that social institutions operating in Ukraine not only can not fully meet the needs of relevant segments of the population, but every year meet real inflation rates less and less and are not subject to adjustment to the required extent.

Institutions of social policy are an important element of a socially oriented state and allow maintaining the appropriate high standard of living of its citizens. The concept of «social institution» refers to a diverse range of phenomena and processes in society. The totality of all existing social institutions characterizes the way of organizing public life as a whole. The emergence of social institutions is the result of the needs of social practice. Based on the analysis of the regulatory framework, the periodization of the development of social policy institutions in Ukraine is based on the analysis of the relevant legal framework. Analysis of the financial support of social institutions in some countries and in Ukraine in 2018 allows us to say that this area is extremely underfunded in our country compared to other countries. An in-depth review of the functioning of social policy institutions was conducted on the basis of an analysis of social institutions in the field of material remuneration of workers in the labor market, as well as social security for retirees. It is concluded that the events of recent years in Ukraine have negatively affected the level of financial support for the functioning of social policy institutions of Ukraine.

Prospects for further research are to identify the ways to develop social policy institutions in Ukraine and increase the efficiency of their operation based on the best practices of developed countries. To form an advanced social policy based on the European experience in Ukraine, it is necessary to ensure the reduction of inequality between different segments of the population; to form progressive support for socially vulnerable groups of the population, pensioners; create conditions for the outstripping growth of labor costs, etc.

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