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THE POTENTIAL OF PUBLIC ADMINISTRATION IN SOCIAL WORK IN MILITARY CONDITIONS IN UKRAINE

Abstract. The development of modern society in Ukraine requires a certain model of social work, which must be able to meet the needs of a larger number of clients. Social work, like any other type of professional activity, requires appropriate management. In this regard, the question arises about the theoretical justification and practical material support of the social work management system to meet the specific clients' needs. In modern conditions, the idea of introducing public administration into social work is becoming increasingly relevant. There is an urgent need to develop public administration in the social work to provide assistance to various categories of clients, and in the context of military aggression on the part of Russia, it becomes relevant to develop a model of public administration in the field of social work with the most vulnerable categories of clients under martial law.

The article defines the potential possibilities of public administration in the system of social work in the conditions of martial law in Ukraine. The social efficiency of public administration in the field of social work at the regional and local levels and the level of UTC was revealed. The possibilities of public administration in the relevant areas of social work with vulnerable categories of the population are identified: social work with combatants, social work with internally displaced persons (IDPs), social work with families in the difficult life circumstance (DLC) (population of the occupied and front-line territories). The mechanisms of public administration in the system of social work under martial law are singled out: legal, material and financial, social and managerial, institutional, information and communication. A conceptual model of public administration in the system of social work under martial law in Ukraine has been developed, the structural elements of which are: levels of public administration; mechanisms of public administration, social subjects of public administration in social work, areas of social work with vulnerable categories of clients under martial law, functions of public administration in various areas of social work.

Key words: social work; public administration; social services; combatants; internally displaced persons (IDPs); persons in difficult life circumstances (PDLC).

Introduction

In modern conditions, the idea of introducing such a type of management as public administration into social work is becoming increasingly relevant. There is an urgent need to develop public administration in the social work system to provide assistance to various categories of clients, and in the context of military aggression on the part of Russia, it becomes relevant to develop a model of public administration in the field of social work and the provision of social services to the most vulnerable categories of clients in martial law - participants in military actions, internally displaced persons (IDPs), families with children in difficult life circumstances (DLC) in the occupied and front-line territories. Actually, the essence of social services lies in the fact that they are provided to people who are in trouble and cannot cope with it on their own, which determines the super-importance of organizing their provision under martial law, which in turn requires the creation of an adaptive and flexible social management system. work. That is why the President of Ukraine on April 26, 2022 signed the Law of Ukraine adopted by the Verkhovna Rada of Ukraine on April 14, 2022 “On Amendments to Certain Laws of Ukraine on the Provision of Social Services in the Event of a State of Emergency or Martial Law in Ukraine or Its Separate Areas” (Law of Ukraine, 2022).

Analysis of recent research and publications

The study of public management aspects of social work is devoted to the works of such foreign scientists: J. Buchanan, A. Walker, T. Gansley, F. Parslow, as well as domestic ones: V. Andrushchenko, V. Beh, E. Borodin, V. Elagin, A. Kapskaya, M. Kravchenko, L. Krivachuk, E. Libanova, M. Lukashevich, N. Nichkalo, O. Pesotskaya, Y. Raevskaya, T. Ternavskaya, G. Timoshko, T. Semygina, V. Skuratovsky, P. Shevchuk and others. So, in the scientific discourse there are many sources related to the field of social work and the provision of social services in emergency situations and martial law, but there is a noticeable lack of coverage of the problems and potential opportunities for public administration in the system of social work in war conditions.

Formulation of the article objectives

The purpose of the study is to determine the potential of public administration in the system of social work in the conditions of martial law in Ukraine. The tasks of the study are defined: 1) assessment of the potential of public administration at different levels of social work management; 2) identification of public administration opportunities in current areas of social work with vulnerable categories of the population; 3) allocation of mechanisms of public administration in the system of social work; 4) development of a conceptual model of public administration in the system of social work under martial law in Ukraine.

Presentation the study main material

I. Petrova and A. Ruda note that “public administration (in the functional sense) is the activity of the relevant state and non-state entities related to the practical application of the norms of administrative law enshrined in the Constitution of Ukraine

and the laws of Ukraine, as well as by-laws. Public administration can also be viewed in the organizational sense as a set of executive authorities united into one system; other public authorities that have their own purpose of implementing executive power; local governments, as well as subjects of delegated powers” (Petrova, Ruda, 2017, p.134).

So, public administration is the social and state interaction of the subjects of social administration (government bodies, local governments, representatives of the private sector and civil society institutions, and in the field of social work - social services and social service institutions) to develop and implement strategic decisions of the state social policy based on the principles of openness and transparency of management processes and procedures, respectively, of the regulatory and legal system of the functioning of the state and society at different levels of government (national, regional, local, UTC level) through legal, financial, economic, organizational, managerial and institutional mechanisms .

The essential features of public administration in the field of social work are: 1) the subjects of public administration are public administration bodies as organizational and administrative structures of social protection, local governments, civil society institutions and structures of socially responsible business; 2) orientation of public administration to the actual needs of the population and vulnerable categories of the population; 3) a high level of public control in the field of public administration of social protection, social services and social work.

Social work in the conditions of martial law, military aggression acts as one of the leading activities of the state and society, the definition of which requires taking into account both the priorities of sustainable development and the principles of crisis / emergency assistance. In our opinion, in this sense, the most appropriate is the international definition of social work, which was called the “global definition of the profession of social work” (*The Global Definition of Social Work Profession*, 2014), approved in July 2014 during the world congress on social work in Melbourne. It reads as follows: “Social work is a practice-based profession and academic discipline that promotes social change and development, social cohesion, empowerment and dismissal of people. Central to social work are the principles of social justice, human rights, collective responsibility and respect for diversity. Underpinned by social work theories, the social and human sciences, and local knowledge, social work engages people and structures to solve life's problems and improve well-being. The above definition can be strengthened at the national and/or regional levels” (Semigina, 2020, p.13). Such a definition takes into account not only the essential features of the practice of social work associated with supporting the individual in crisis conditions, but also appeals to the values of social justice, solidarity and freedom, which acquires universal significance during the war.

Among the various interpretations of social work, there are three main paradigm groups that are widespread in domestic scientific research: firstly, social work is seen as a tool for implementing state policy in general, and social policy through the creation of a social security mechanism, in particular; secondly, social work provides (as the main task) the provision of social assistance and support to the population, individual groups and individuals in difficult and crisis situations; thirdly, social work acts mainly in the form of providing social services; fourthly, social work is seen as assistance in

identifying and implementing the internal resources of the capabilities of an individual or a group of people in different social situations [6, p.21]. The identified interpretive approaches to understanding social work are united by the fact that activities in the field of social work need management, namely management models, and at its different levels - macro, meso and micro levels, where the state and state bodies act as managers of social subjects of management, heads of social services, non-governmental organizations, territorial society.

Under the conditions of martial law and hostilities in Ukraine, certain areas of social work are being updated with those categories of people who need help in connection with the catastrophic events that occur on the territory of the clash and in the occupation zones. Therefore, public administration in the system of social work is currently aimed at organizing the provision of social services in the form of crisis intervention, socio-psychological adaptation and increasing the level of stress resistance (orientation to the strengths of the client - resilience), social and psychological rehabilitation services. Such vulnerable categories of people today are combatants (wounded in hospitals, on rotation, etc.), internally displaced persons, the population of frontline territories (women, children, elderly people, people with disabilities).

To determine the potential opportunities for public administration in the system of social work in the conditions of martial law in Ukraine, an expert survey was conducted (by questionnaire method) among scientists, representatives of government bodies in the field of social protection of the population, heads of public organizations providing social services, heads of social services and institutions social services, representatives of business structures of the city of Zaporizhzhia (n=125, May-June 2022).

The experts were asked to assess the possibilities and positive impact (on a 5-point scale) of public administration at different levels of social work management. Experts see the greatest potential of public administration in the field of social work at the regional (3.7 points) and local (3.8 points) levels as governance-public-private interaction of social subjects of management based on the principles of accessibility, transparency and openness in management activities, as development and implementation of projects in the field of social work. A significant indicator of the potential of public administration was also identified at the level of public administration (3.4 points), where the essential features of the concept of public administration are most pronounced, namely, management acquires the features of participation (complicity) of both the local administration and members territorial society in the management of social protection and the provision of social services in the community. The experts indicated the lowest indicator (but above average) of the public administration potential in the management of social work and social service institutions (2.9 points), although, in our opinion, it is a particular institution that can attract non-governmental organizations to provide social services through social contracting tools. At the national level, public administration in the system of social work as the formation of social policy model, according to experts, is complicated by the military situation in Ukraine, which requires the concentration of management in the central government bodies.

The potential for the implementation of the functions and tasks of public administration in various areas of social work under martial law was studied: in the direction of social work with combatants, in the direction of social work with internally

displaced persons (IDPs), in the direction of social work with the population of frontline territories through determination of their significance on a 5-point scale (Fig. 1).

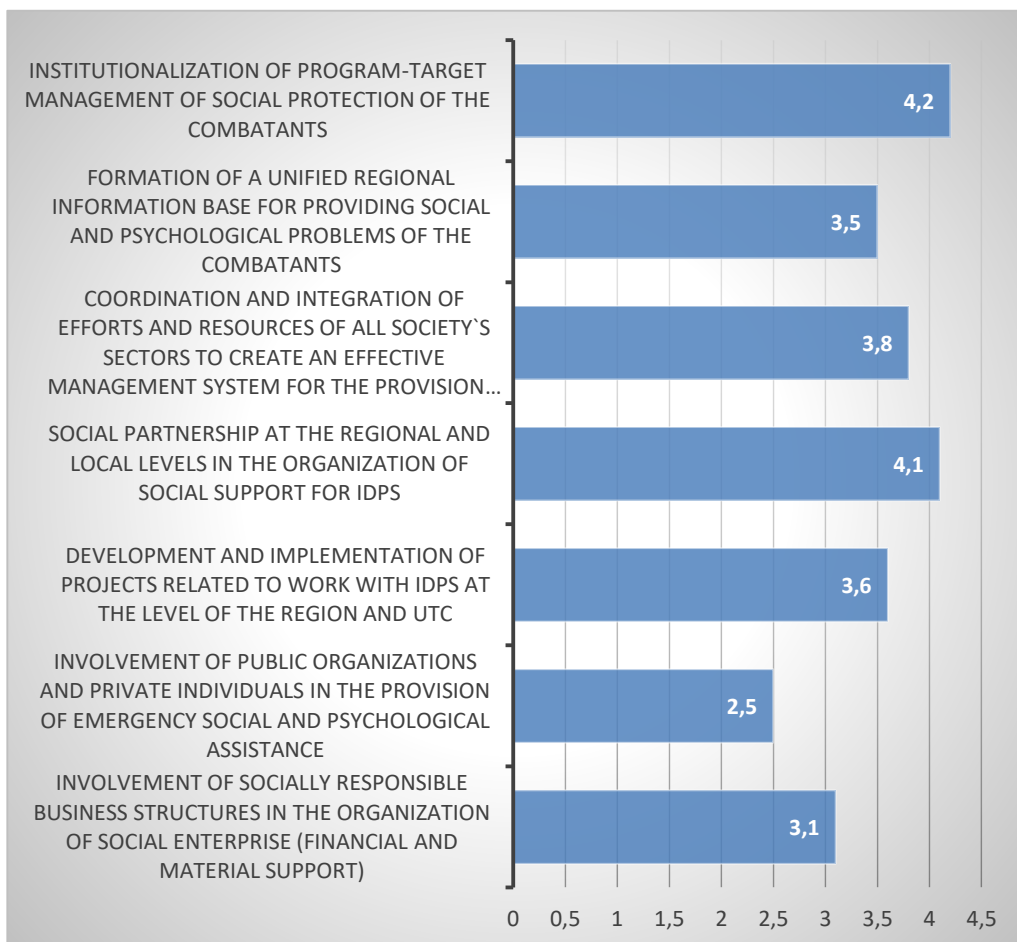


Figure 1. Assessment of the public administration potential in various areas of social work under martial law

So, according to the results of the study, public administration in the field of social work in wartime conditions has the greatest potential in the implementation of such functions and tasks as: management (development and implementation of social programs and projects in the field of social support for combatants and organization of a network of centers for social and psychological rehabilitation); 2) in the direction of social work with IDPs - social partnership in the organization of social work with IDPs at the regional level and the UTC level through the use of social ordering and project management tools; 3) in the direction of social work with families in the DLC (population of frontline territories) - social partnership in the organization of the provision of social services (attracting non-governmental organizations, socially

responsible business structures for material and financial support).

In order to highlight the mechanisms for functioning and improving the efficiency of public administration in the system of social work and the provision of social services to vulnerable categories of the population (combatants, IDPs, population of frontline territories) in the conditions of martial law and hostilities, the experts were asked to answer an open question: “Please identify effective mechanisms for the functioning and improvement of public administration in the system of social work under martial law? A total of 158 responses were received (experts gave several options). The results of the content analysis are shown in fig. 2.

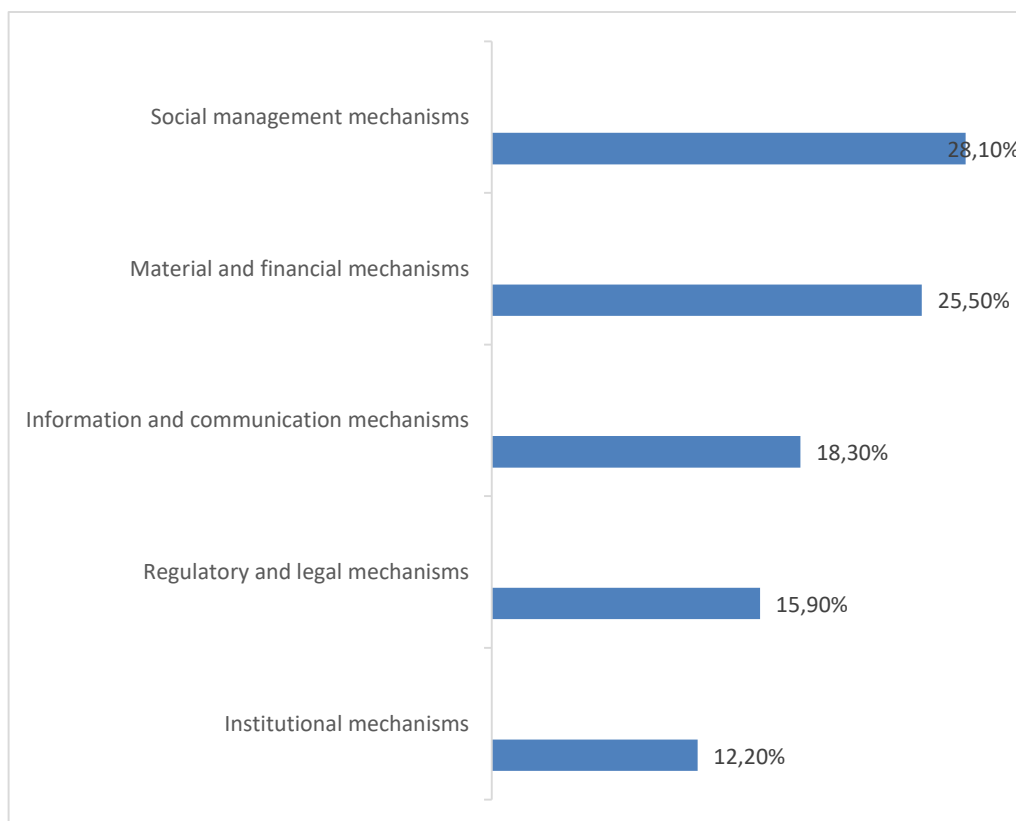


Figure 2. Mechanisms for the functioning and improvement of public administration in the system of social work under martial law (results of content analysis)

Let us analyze the identified mechanisms of public administration in the system of social work under martial law (in order of factor loading).

1. Social management mechanisms (28.1% of all answers). Typical statements: social partnership, involvement of non-governmental and commercial organizations in the management of social work in wartime, development and implementation of social projects, project management, etc.

Socio-managerial management mechanisms are primarily related to the

establishment of effective interaction between state authorities, local governments, civil society institutions, socially responsible business structures, members of the territorial community in managing the sphere of social work under martial law. This is achieved through the introduction and dissemination of tools for intersectoral social partnership. As I. Meshchan notes, the substantive basis of social partnership in the management of social work and the provision of social services is the social interaction of the social partnership subjects, presented at the macro level as the interaction of different sectors of society in order to optimize the system of social work at the national level through the formation of a model of social policy; at the meso level - as the interaction of local governments, structures of socially responsible business and public organizations with the aim of organizational development of social work and social services institutions; at the micro level - as the interaction of providers and recipients of social services for the purpose of social protection and socialization of the individual (Meshchan, 2014, p. 178).

Another social management mechanism is project management or project management in the social sphere. Indeed, the modern approach to managing the development of the social work system at the regional and local levels is a project-oriented approach. Kozachenko interprets project management as "a field of activity in the course of which the goals of the project are determined and achieved while balancing between the amount of work, resources, quality and risks" (Kozachenko, 2018, p.52). Project management in the public sphere is the process of institutionalizing in a program-target format way of intervention by state authorities or local governments in social reality in order to solve a public problem. At the same time, in conditions of limited time and resources, unique products or services are created that have not been previously developed and differ from existing analogues (Kozachenko, 2018, p.12). The implementation of social projects can be carried out through the interaction of all sectors of society, including state and non-state beneficiaries.

2. Material and financial mechanisms (25.5% of all answers) are related to the proper financing of the social sphere and social services under martial law. Typical statements: "increased funding", "material and technical support", "attraction of financial and material resources of business and enterprises in the region or community."

3. Information and communication mechanisms (18.3% of all answers). As Vasyl Popovych notes, "Electronic government is part of a more global phenomenon - electronic governance. The strategic goal of e-government is to support and simplify the management process for all parties: the government, citizens and businesses with the help of information and communication technologies" (Popovych, 2021, p. 19).

Typical statements: "effective communication between the authorities, the media and the population", "creating conditions for the provision of social and administrative electronic services", etc. An important mechanism for the formation and functioning of the social work system is the well-established coordination of interaction between the central, regional, local authorities and the territorial community, among which are the following: 1) information activities of state and local authorities regarding the need to reform the management system of social institutions associated with a decrease the role of the state in managing and increasing the autonomy of social institutions, the formation of a private sector system and an increase in the role of non-governmental non-profit organizations; 2) conducting information, communication and educational campaigns

among the subjects of social institutions management (fairs of social services, round tables, public hearings); 3) the use of social advertising and PR technologies in order to create a single information space among the subjects of management of the social sphere and the territorial society. A special place in the conditions of martial law is acquiring electronic control in the system of social protection of IDPs (Bernaziuk, 2019, pp.196-199).

4. Regulatory and legal mechanisms (15.9% of all answers) act as legal and legislative support for the management of social work in the conditions of martial law in Ukraine (“regulatory and legislative framework”, “adoption of effective laws on the management of the social sphere during the war "the like”).

At present, a sufficiently powerful regulatory and legal framework has been created. Thus, the system of social work with vulnerable categories of the population under martial law is regulated by such laws and by-laws as: the Law of Ukraine "On social services" (Law of Ukraine "On Social Services", 2019), the Law of Ukraine "On ensuring the rights and freedoms of internally displaced persons" (On Ensuring the Rights and Freedoms of Internally Displaced Persons, 2022), the Law of Ukraine “On Amendments to Certain Laws of Ukraine on the Provision of Social Services in the Event of a State of Emergency or Martial Law in Ukraine or Its Particular Areas” (Law of Ukraine, 2022), Law of Ukraine “On Amendments to Article 6 of the Law of Ukraine “On the Status of War Veterans, Guarantees of Their Social protection” (On amendments to Article 6 of the Law of Ukraine), etc.

5. Institutional mechanisms (12.2% of all responses) are related to the creation of a network of institutions and institutions of social work with victims of hostilities, internally displaced persons (IDPs), combatants and the development of existing ones.

Many factors influence the formation of a public administration model in the system of social work in Ukraine, but the most influential factor today is the military aggression on the part of Russia, which contributed to the emergence of a large number of new vulnerable segments of the population in need of social and psychological assistance from social services - participants in military actions, internally displaced persons, the population affected by hostilities. Therefore, special attention is given to the creation of an effective model of public administration in the system of social work under martial law.

The theoretical analysis of the public administration problem in the system of social work under martial law and the results of an expert survey allow us to develop an indicative conceptual model of public administration in the field of social work and the provision of social services, which should include the following elements: 1) levels of public administration (national, regional, local) (city), level of UTC, level of social work); 2) mechanisms for the implementation and functioning of the model; 3) social subjects of public administration in social work; 4) areas of social work with vulnerable categories of clients in martial law; 5) functions of public administration in various areas of social work.

The conceptual model of public administration in the system of social work under martial law is shown in fig. 3.

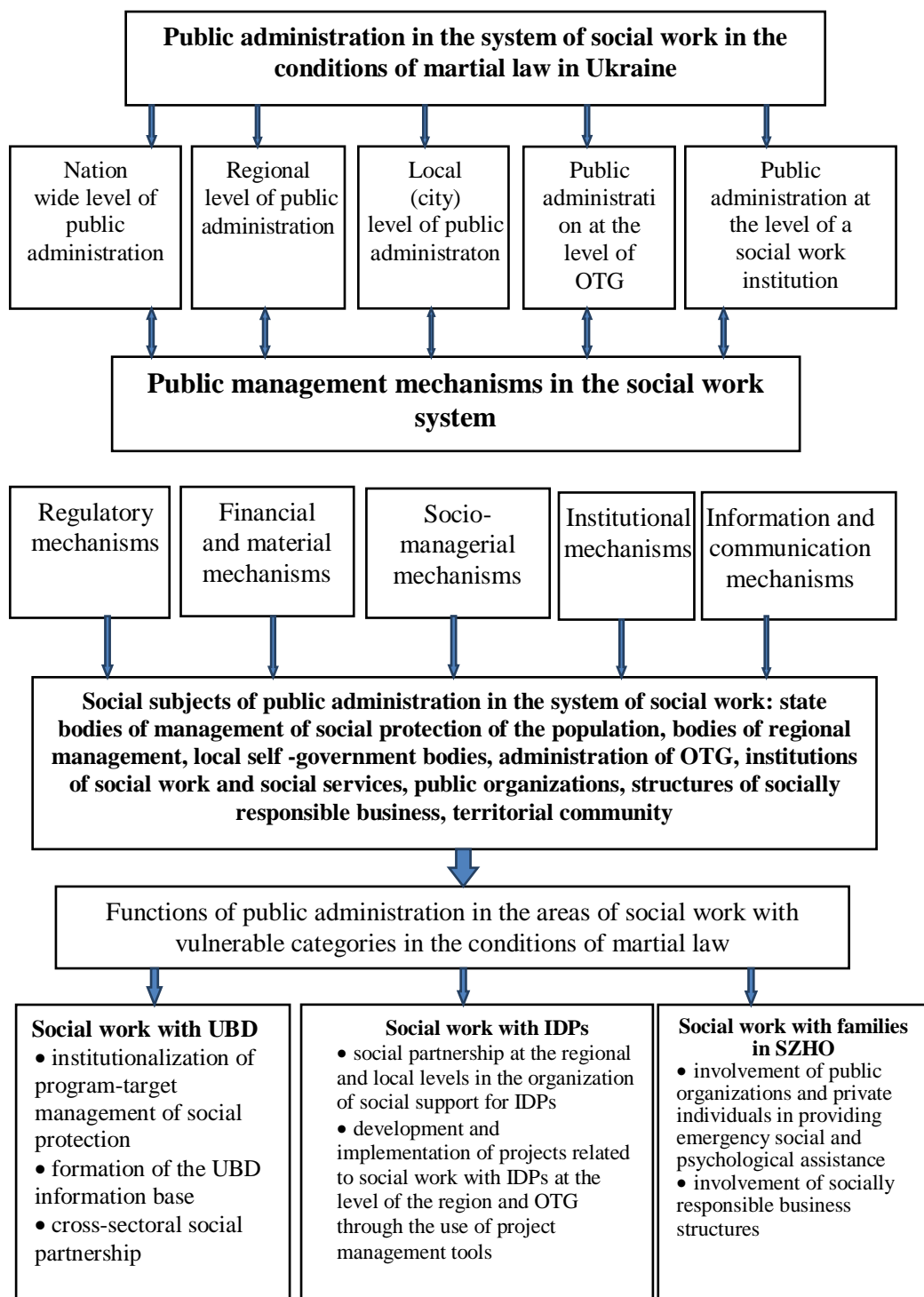


Figure 3. Conceptual model of public administration in the system of social work under martial law in Ukraine

Conclusions and prospects for further research

Theoretical analysis and the results of an empirical study of the public administration potential in the system of social work under martial law in Ukraine made it possible to summarize the following conclusions:

- firstly, experts see the greatest potential of public administration in the field of social work at the regional and local levels. A significant indicator of the potential of public administration was also identified at the level of the UTC, where the essential features of the public administration concept are most pronounced, namely, management acquires the features of participation of both the local administration and members of the territorial community in the management activities for social protection and the provision of social services in society;

- secondly, according to the results of the study, public administration in the field of social work in wartime conditions has the greatest potential in the implementation of such functions and tasks as: program-target management (development and implementation of social programs and projects in the field of social support for combatants and organization of a network of centers for social and psychological rehabilitation); 2) in the direction of social work with IDPs - social partnership in the organization of social work with IDPs at the regional level and the UTC level through the use of social ordering and project management tools; 3) in the direction of social work with families in the DLC (population of frontline territories) - social partnership in the organization of the provision of social services (attracting non-governmental organizations, socially responsible business structures for material and financial support).

- thirdly, the leading mechanisms of public administration under martial law are identified: 1) social and administrative mechanisms (social partnership, social order, project management); 2) material and financial mechanisms; 3) information and communication mechanisms (information and communication interaction between public authorities, local self-government and social work institutions, e-governance); 4) regulatory and legal mechanisms; 5) institutional arrangements.

- fourthly, the conceptual model of public administration in the field of social work and the provision of social services under martial law is substantiated, the structural elements of which are: 1) levels of public administration (national, regional, local (city), UTC level, social work institution level); 2) mechanisms for the implementation and functioning of the model (legal, material and financial, social and managerial, institutional, information and communication); 3) social subjects of public administration in social work (government authorities for social protection of the population, regional authorities, local governments, administration of UTCs, social and social service institutions, public organizations, structures of socially responsible business, territorial community); 4) directions of social work with vulnerable categories of clients in the conditions of martial law (social work on combatants, social work on IDPs, social work with families in DLC); 5) functions of public administration in various areas of social work.

A promising direction for further research is the allocation of tools for public administration of the social work system in the conditions of martial law in Ukraine at the level of the UTC.

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ПОТЕНЦІАЛ ПУБЛІЧНОГО УПРАВЛІННЯ В СИСТЕМІ СОЦІАЛЬНОЇ РОБОТИ В УМОВАХ ВОЄННОГО СТАНУ В УКРАЇНІ

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***Анотація.** Розвиток сучасного суспільства, розвиток суспільних потреб в сучасній Україні вимагає певної моделі соціальної роботи, яка має бути спроможною задовольняти потреби більшої кількості клієнтів. Соціальна робота, як і будь-який інший вид професійної діяльності, потребує відповідного управління. В зв'язку з цим виникає питання щодо теоретичного обґрунтування й практичного матеріального забезпечення системи управління соціальною роботою для задоволення специфічних потреб клієнтів. В сучасних умовах все більш актуальною є ідея впровадження в соціальну роботу такого виду управління як публічне управління. Виникає нагальна потреба розвитку публічного управління в системі соціальної роботи для надання допомоги різноманітним категоріям клієнтів, а в умовах військової агресії з боку росії набуває актуальності розроблення моделі публічного управління в сфері соціальної роботи з найбільш вразливими категоріями клієнтів в умовах воєнного стану.*

В статті визначено потенційні можливості публічного управління в системі соціальної роботи в умовах воєнного стану в Україні. Виявлено соціальну ефективність публічного управління в сфері соціальної роботи на регіональному і місцевому рівнях і рівні ОТГ. Визначено можливості публічного управління в актуальних напрямках соціальної роботи з вразливими категоріями населення: соціальної роботи з учасниками бойових дій (УБД), соціальної роботи з внутрішньо переміщеними особами (ВПО), соціальна робота з сім'ями в СЖО (населення окупованих і прифронтових територій). Виокремлено механізми публічного управління в системі соціальної роботи в умовах воєнного стану: нормативно-правові, матеріально-фінансові, соціально-управлінські, інституційні, інформаційно-комунікаційні. Розроблено концептуальну модель публічного управління в системі соціальної роботи в умовах воєнного стану в Україні, структурними елементами якої є: рівні публічного управління; механізми публічного управління, соціальні суб'єкти публічного управління в соціальній роботі, напрями соціальної роботи з вразливими категоріями клієнтів в умовах воєнного стану, функції публічного управління в різних напрямках соціальної роботи.

***Ключові слова:** соціальна робота; публічне управління; соціальні послуги; учасники бойових дій (УБД); внутрішньо переміщені особи (ВПО); особи в складних життєвих обставинах (СЖО).*

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