

**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**

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**O. V. Tyshchenko**, Doctor of Law,  
Associate Professor,  
**S. M. Chernous**, Candidate of Law,  
Associate Professor,  
**D. I. Sirokha**, Candidate of Law

**О. В. Тищенко**, д. ю. н.,  
доцент,  
**С. М. Черноус**, к. ю. н.,  
доцент,  
**Д. І. Сіроха**, к. ю. н.

**ADDRESSED SOCIAL ASSISTANCE AS A  
SOCIAL AND ECONOMIC FACTOR OF  
OVERCOMING POVERTY OF THE  
POPULATION OF UKRAINE**

**АДРЕСНА СОЦІАЛЬНА ДОПОМОГА ЯК  
СОЦІАЛЬНО-ЕКОНОМІЧНИЙ ЧИННИК  
ПОДОЛАННЯ БІДНОСТІ НАСЕЛЕННЯ  
УКРАЇНИ**

**Urgency of the research.** The addressed social assistance has a significant social and economic value for supporting the livelihoods of households in Ukraine.

**Target setting.** The significance of the effective implementation of the addressed social assistance is stipulated by the need to improve the system of social security legislation and the subsidiary policy of social support of the low-income group of population.

**Actual scientific researches and issues analysis.** V. Andriiv, N. Bolotina, N. Bubyk, O. Moskalenko, E. Libanova, O. Kuchma, S. Prylypko, B. Stashkiv, L. Shumna, N. Shpak and others were involved in the research of the effectiveness of the social and economic policy of poverty reduction and support of the low-income groups of the population.

**Uninvestigated parts of general matters defining.** The definition of the essence of the addressed social assistance and the feasibility of introducing social inspection for monitoring the system of socio-economic support of the population remains the unsolved and not enough studied problem, as well as compliance of addressed social and economic support for the population in the form of a subsidy for separate categories of citizens.

**The research objective:** it is necessary to substantiate that the conceptual and important direction for overcoming poverty in Ukraine is the construction of the system of social and economic support of the low-income groups of the population and to prove the necessity of reforming the appointment of subsidies to certain categories of the population.

**The statement of basic materials.** Based on the disclosure of the impact of targeted social assistance on preventing and overcoming the poverty of the Ukrainian population, the expediency of forming a single register of recipients of assistance and services and introduction of social inspection was substantiated. It is proposed to take into account the actual amounts of income of certain categories of population for a socially fair calculation of subsidies.

**Conclusions.** The system of addressed socio-economic support for the low-income population of Ukraine needs to be updated, taking into account the current trends, which will serve as an effective means to overcome poverty.

**Keywords:** addressed social assistance; poverty; low-income groups of the population, subsidies; monetization of subsidies; social inspection; and individuals providing social services.

**Актуальність теми дослідження.** Адресна соціальна допомога має вагоме соціально-економічне значення для підтримки життєдіяльності домогосподарств України.

**Постановка проблеми.** Значимість дієвого впровадження адресної соціальної допомоги обумовлюється необхідністю покращення системи соціально-забезпечувального законодавства та субсидіарної політики соціальної підтримки малозабезпеченого населення.

**Аналіз останніх досліджень і публікацій.** Дослідженням ефективності соціально-економічної політики подолання бідності та підтримки малозабезпечених верств населення займалися В. Андріїв, Н. Болотіна, Н. Бублик, О. Москаленко, Е. Лібанова, О. Кучма, С. Прилипко, С. Синчук, Б. Сташків, Л. Шумна, Н. Шпак та ін.

**Виділення недосліджених частин загальної проблеми.** Невирішеною та малодослідженою проблемою залишається визначення сутності адресної соціальної допомоги та доцільності введення соціального інспектування для моніторингу системи соціально-економічної підтримки населення, а також відповідності адресної соціально-економічної підтримки населення у формі субсидії для окремих категорій громадян.

**Постановка завдання:** обґрунтувати, що концептуально-важливим напрямком подолання бідності населення України є побудова системи адресної соціально-економічної підтримки малозабезпечених верств населення та довести необхідність реформування призначення субсидій окремим категоріям населення.

**Викладення основного матеріалу.** На підставі розкриття впливу адресної соціальної допомоги на запобігання та подолання бідності населення України обґрунтовано доцільність формування єдиного реєстру отримувачів допомог та послуг та впровадження соціального інспектування. Запропоновано враховувати фактичні розміри доходів окремих категорій населення для соціально-справедливого обрахунку субсидій.

**Висновки.** Система адресної соціально-економічної підтримки малозабезпечених верств населення України потребує оновлення з врахуванням тенденцій сьогодення, що слугуватиме впровадженню дієвих заходів подолання бідності.

**Ключевые слова:** адресна соціальна допомога; бідність; малозабезпечені верстви населення; субсидія; монетизація субсидій; соціальне інспектування; фізичні особи; які надають соціальні послуги.

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**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**

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**Urgency of the research.** The Ukrainian choice of the European integration course has put a number of strategically important tasks to the state in implementing the humanistic foundations of social and economic policy, which correspond to the principles of the state policy of the leading countries of the world community. The creation conditions for a high standard of living, the implementation of effective strategies for poverty reduction should serve as the basis for social progress in all fields of human life. Historical experience shows that the problem of poverty becomes aggravated in those states, which are at a transitional stage of the formation of social and economic policies. During such period the attention of society to a perspective of social justice in the context of distribution of the benefits is again focused. Reformation, transitional periods of the state's development, except positive transformations, can be characterized by a tendency for a significant increase in the number of people suffering from risk of social changes. These changes are accompanied by certain social and economic problems, among which the economic instability prevails, and the lack of sufficient funds for the implementation of social protection is the consequence of it and, respectively, social security as one of the main functions of the state is the result of it. In such difficult situation Ukraine is now [1, p. 64-65].

**Target setting.** According to data published in the Human Development Report of the United Nations Development Program, Ukraine ranked 84th place among the 188 countries of the world for the Human Development Index. A decent standard of living is one of the components on which the index of human development is measured [2]. The experience of leading European countries shows that ensuring the social and legal status of a person in the state is the indicator of the effectiveness of the social and economic development of the state. Therefore, an effective system of social support of the low-income groups of the population of Ukraine should become the important direction in creating conditions for a decent quality of life. The addressed social assistance aimed at ensuring the social needs of a particular person should become the basis for this system. However, the peculiarities of social and economic development of Ukraine at the present stage show that the current system of addressed social assistance is imperfect and in many aspects it does not correspond to the current tendencies in the development of civilized countries. Taking it into account there is a need to search and implement an effective legal mechanism for addressed social assistance as a form of social support for the poor, which will promote the effective realization of the right to a decent quality of life.

**Actual scientific researches and issues analysis.** Problematic issues of the effectiveness of social and economic support for the low-income group of population have been the subject of discussion in a special scientific literature. Such famous scientists V. Andriiv, N. Bolotina, N. Bublyk, O. Moskalenko, E. Libanova, O. Kuchma, S. Prylypko, S. Synchuk, B. Stashkiv, L. Shumna, N. Shpak and others have studies Some aspects of this problem in their researches.

**Uninvestigated parts of general matters defining.** Supporting the scientific achievements of these scientists, we consider that it necessary to emphasize the need for further deep study and analysis of the problems of the functioning of the addressed social assistance system as one of the keys to the welfare of the population.

**The research objective:** The aim of this article is to study the problems of the effectiveness of the addressed social assistance system in Ukraine as a social and economic factor in overcoming the poverty of the Ukrainian population.

**The statement of basic materials.** The analysis of the phenomenon of poverty and social justice in the context of ensuring the well-being of the population makes it possible to emphasize the primary importance of addressed social assistance as a state social support, which is aimed at preventing and overcoming the need among the low-income groups of the population. It should be noted that most of the doctrinal definitions of addressed social assistance coincide in the part about the recipient of it (low-income families, low income single persons), the conditions of its provision (the occurrence of difficult life circumstances) and types of assistance (cash, natural, help in type of services) [3, p. 4-17]. According to the Art. 1, 5 of the Law of Ukraine "On Social Services" dated June 19, 2003 No. 966-IV (in edition of January 21, 2016) (hereinafter referred to as the Law of Ukraine "On Social Services"), difficult life circumstances – these are circumstances, caused by disability, age, state of health, social

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**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**

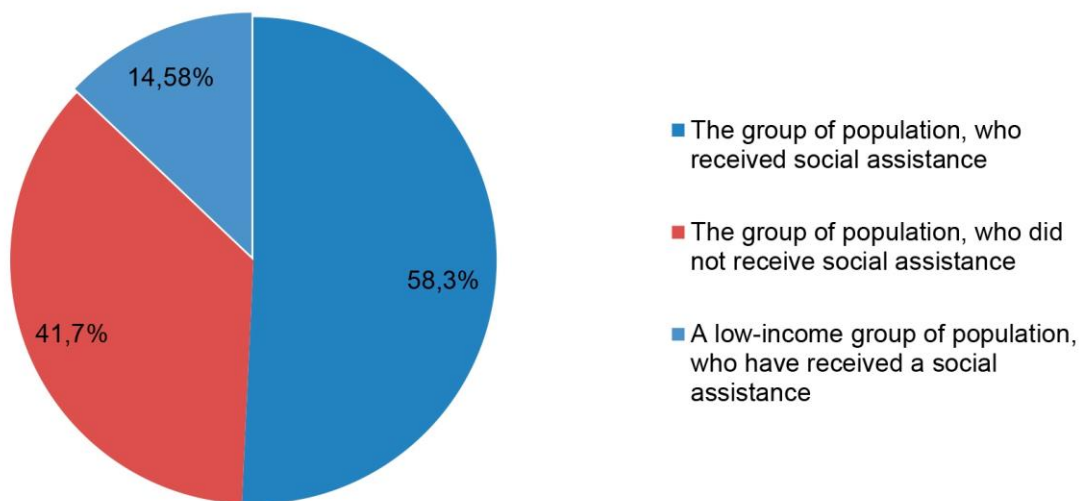
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status, life habits and way of life, as a result of which the person has, partially or completely, no (not acquired or lost) ability or opportunity to take care of his/her personal (family) life independently and participate in the public life. The main forms of providing social services include - material assistance and social services [4]. Nowadays the creation of the effective legal mechanism for the implementation of social support for vulnerable groups of the population on the basis of targeting is the most promising direction of reforming the strategy of social services. We mean that addressed social assistance can become a powerful means of social security for those groups of the population, whose incomes are lower than the basic state social standard and which are below the poverty line.

In Ukraine, the addressed social assistance was introduced in 1999, based on the Resolution of the Cabinet of Ministers of Ukraine dated 22.02.1999 No. 238 "On the Introduction of addressed social assistance to low-income families". According to paragraph 1 of this resolution, the addressed social assistance was defined as social assistance, which is provided in cash if the average monthly total income of a family consisting of disabled persons, as well as unemployed persons of working age occupied with caring of children, the time of which is counted to the labor experience, persons with three and more children under the age of 16 and who takes care of them, persons caring for a disabled person of group I or a disabled child under the age of 16 or who care of a person at the age of 80, persons registered in the State Employment Service as unemployed, whose term for receiving unemployment benefits and material assistance has expired, is lower than the amount of total income that gives the right to appoint social assistance [5]. A little later, with the entry into force of the Law of Ukraine "On State Social Assistance to Low-income Families" of June 01, 2000 No. 1768-II (edited on 06.08.2016), the concept of "addressed social assistance to low-income families" was replaced by the concept of "state social assistance to low-income families", which is defined as the monthly assistance provided to low-income families in cash in the amount that depends on the average monthly total income of the family [6]. However, practice has shown that state social assistance to low-income families supports the livelihoods of the poor only a few, without solving poverty problems, for example, payment for housing and communal services. Actually, the unfair and discriminatory system of benefits that existed in Ukraine required immediate revisions and reforms. As it was noted in the decision of the Constitutional Court of Ukraine dated March 20, 2002 (Case No. 1-15 / 2002 No. 5-rp / 2002), carried out by the Council for the Study of Productive Forces of the National Academy of Sciences of Ukraine in the early 2000s, an analysis of the efficiency and social justice available in Ukraine the system of privileges has shown, that it was formed without the consent with the current legislation and without taking into account the peculiarities of economic processes. And it only increased social injustice, because for the most vulnerable groups of the population less privilege were established. At the same time, the excessive expansion of the privilege circle has led to the depreciation of the idea of granting them to those categories of people who have the greatest merits before society. The Council concluded that, since privileges do not fulfill the functions of social protection of the neediest groups of the population, it is advisable to replace them with addressed social assistance [7]. This situation has led to deepening of poverty among the Ukrainian population, which in turn generates a negative phenomenon of the limits of monetary poverty, which in the Complex Assessment of Poverty is defined as the level of income (expenses), below which it is impossible to fulfil the basic needs of the person [8]. However, the imperfection of the system of social assistance that existed for a long time was that social assistance programs covered not only those who, according to all incomes indicators, belonged to the poor. Thus, there was the imbalance in the use of public funds in the social and security sector. According to the data provided in the Strategy for Overcoming Poverty, approved by the Cabinet of Ministers of Ukraine dated March 16, 2016, No. 161-p, the system of social support for vulnerable groups of the population needs to be improved in terms of strengthening its impact on poverty reduction. Indicators of providing social support to the population of Ukraine can prove it. (Fig. 1).

The system of social assistance for vulnerable groups of populations needs to be improved in order to increase its impact on poverty reduction. The fact that in the 2016, the priority action list of the government contained the introduction of the addressed system of social assistance aimed at providing real and effective social support for the poor, by using effectively the funds of taxpayers [10], showed the urgent need to solve mentioned problems.

**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**



**Fig. 1. Indicators of providing social support to the population of Ukraine**

Source: [9]

Infrastructure problems in Ukraine determine the specifics of poverty in terms of living conditions. In this regard, the rural population is most vulnerable to poverty and social exclusion (Tab. 1).

Table 1

**Infrastructure problems as a poverty factor for the rural population**

Infrastructure problems	Affected households, %
lack of institutions that provide household services	45,7
insecurity of the settlement through timely services of emergency medical care	41,8
Absence of health care facilities near it	28,5
impossibility of providing elementary household amenities in the apartment	>50
the lack of regular daily transport connections with a settlement with more developed infrastructure	25

Source: [9]

Also we can not forget such type of social and economic assistance as a subsidy, when we consider the problem of introducing addressed social assistance to low-income groups of the population. "Subsidy" (subsidiu) means - help, support [11, p.643] in translation from the Latin. The procedure of granting subsidies to the population for the reimbursement of expenses for housing and communal services, the purchase of liquefied gas, solid and liquid stove fuel is regulated by the Provisions on the procedure for granting subsidies to the population for the reimbursement of expenses for the payment of housing and communal services, the purchase of liquefied gas, solid and liquid stove fuel, which was approved by the Resolution of the Cabinet of Ministers of Ukraine dated October 21, 1995 No. 848 (edited on September 13, 2017) (hereinafter referred to as the Regulations). According to the paragraph 1 of the Regulation, the subsidy is a monthly addressed non-cash social assistance for reimbursement of expenses for management of an apartment building, use of housing or its maintenance, services on transportation and distribution of natural gas and utilities (water, heat, gas, drainage, electricity, household waste and liquid sewage), as well as cash subsidies once a year for the purchase of liquefied gas, solid and liquid stove fuel [12].

According to the State Statistics Service of Ukraine, in January-October 2017 subsidies were provided for 8163.1 thousand households for the reimbursement of expenses for the payment of housing and communal services (the average size of the addressed subsidy for the intended purpose is reflected in Tab. 2).



**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**

Table 2

**Distribution of subsidies by purpose**

Purpose	Total subsidies granted (January-October 2017), mln. UAH		Total households, thousand units		Average size of the addressed subsidy per household, UAH	
	urban settlements	countryside	urban settlements	countryside	September 2017	October 2017
reimbursement of expenses for the payment of housing and communal services	2497,7	995,2	5604,4	2558,7	149,6	341,6
reimbursement of costs for the purchase of liquefied gas, solid and liquid stove domestic fuel	1723,7		145,6	590,1	2754,7	2790,0
	3492,9		8163,1			

**Source:** [13]

In October 2017, the population of the country have paid UAH 4.3 billion for housing and communal services, which made 72.4% of counted amounts for this period. For electricity - we paid respectively 2.4 billion UAH and it made 92.2%. At the end of October 2017 the arrears of the population for payment for gas supply amounted to 12.1 billion UAH, for centralized heating and hot water supply - 7.4 billion UAH, for the maintenance of buildings and structures and adjoining territories - 3.0 billion UAH, for centralized water supply and drainage - 2.0 billion UAH, for household waste disposal - 0.4 billion UAH, for electricity - 3.5 billion UAH [13]. As we can see, the peculiarity of subsidiary support of the population in Ukraine lies in the fact that in our state, the state budget allocates considerable subsidies, which is not a guarantee of effective economic management. The mentioned above shows the need to revise the existing order of subsidies with maximum realization of real needs of the population.

Besides, despite the recent positive tendencies in simplifying the procedure for subsidies, there still remain a number of compliance issues regarding the principle of ensuring equal access to obtaining minimum standards for housing and communal services for consumers despite their social, property status, age of the consumer, location and form of ownership of legal entities, etc. This principle was proclaimed in paragraph 5 of the Art. 3 of the Law of Ukraine "On Housing and Communal Services" of 09.11.2017, No. 2189-VIII [14]. The content of the paragraph 4.5 clause 12 of the given Regulation does not coincide with these norms, where it is written: if a person, who has reached the age of 18 at the beginning of the period for which the income for the purpose of the subsidy is taken into account, the average monthly total income is less than the subsistence minimum, which is established for able-bodied persons at the end of the period for which incomes are taken into account or if such person does not have any income, but he/she has been studying full-time in general, vocational schools or in the university, then for the calculation of the subsidy, the average monthly income of such a person is determined at the level of one subsistence minimum established for able-bodied persons at the end of the period for which the income for the purpose of the subsidy is taken into account (paragraph 4, clause 12 of the Regulation).

If a person who has reached the age of 18 at the beginning of the period for which the income for the purpose of the subsidy is taken into account, the average monthly total income is less than the subsistence minimum, established for able-bodied persons at the end of the period for which incomes are taken into account, but who during the specified period received at least one of the following types of income: a pension, a scholarship, childbirth allowance, child care allowance until the age of three, assistance to disabled from childbirth and disabled children, assistance for the care for the disabled person of I and II group and, as a result of mental illness, assistance to persons who are not entitled to a pension, and persons with disabilities, unemployment benefits, or the person has not reached the age of 18 at the end of the period, for which incomes are taken into account – then the calculation of the subsidy includes the actual amounts of income, which was received by this person. The regional, regional state administrations in the cities of Kiev and Sevastopol, executive bodies of city, of regional in the cities (in case of their creation) councils or the commissions created by them can make decisions on taking into account the actual amounts of income for other categories of citizens during as-

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**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**

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signing a subsidy (paragraph 5 of clause 12 of the Regulation). As we can see from the cited provisions, the current legislation of Ukraine lacks a single approach for the calculation of subsidies, namely: in some cases, the living wage is taken as a basis for able-bodied persons, in others - the actual amounts of received income are used. Besides, in accordance with paragraph 5 of clause 12 of the Regulations of the list of types of income, which are taken into account in the calculation of subsidies there are no compensation for individuals who provide social services. Although, based on Clause 1 of the Procedure for the appointment and payment of compensation to individuals who provide social services, which was approved by the resolution of the Cabinet of Ministers of Ukraine dated April 29, 2004. No. 558 (edited on 09.10.2014) – a monthly compensation payment is granted to individuals, who constantly provide social services to non-working individuals, to the elderly, invalids, disabled children, patients who are not capable of self-service and who need permanent third-party care (except for persons serviced by social services). In accordance with Clause 2 of Article 1 of this Regulation, compensation is based on the subsistence minimum for able-bodied persons in the following sizes: 15 per cent - for individuals providing social services to the disabled group I; 10 percent - for individuals who provide social services to the elderly, who, according to the conclusion of the medical advisory commission, need constant third-party care and self-service, II disability groups and children with disabilities; 7 percent - for individuals who provide social services for group disabled people of III group and patients who, according to the conclusion of the medical advisory commission, need constant third-party care and are not capable of self-service [15]. Thus, the specified type of compensatory payments for non-working able-bodied persons should be considered as actually received income, which although is determined in a percentage equivalent on the basis of the subsistence minimum established by law as the basic state social standard, on the basis of which state social guarantees and standards are defined in the spheres of income, housing and communal, domestic, social and cultural services, health care and education (Article 6 of the Law of Ukraine "On State Social Standards and State Social Guarantees" of 05.10.2000, No. 2017-III (as amended on April 7, 2012)) [16], but it is significantly lower than the size of the subsistence minimum for able-bodied persons. Let's calculate. If, according to the Art. 7 of the Law of Ukraine "On the State Budget for 2018" dated 07.12.2017, No. 2246-19, the subsistence minimum for able-bodied persons is: from December 1 - 1762 hryvnias [17], then the compensation for individuals who provide social services today should be  $1762/15\% = 264$  UAH 30 kopecks;  $1762/10\% = 176$  UAH 20 kopecks;  $1762/7\% = 124$  UAH 34 kopecks. Compensatory payments to non-working able-bodied persons who cares for the disabled of the group I, as well as for a person who has reached the age of 80 years are absent in this list, but they are provided by the Resolution of the Cabinet of Ministers of Ukraine dated July 26, 1996, No. 832 "On increasing the amount of state assistance to certain categories of citizens" (edited on August 23, 2014) [18].

These circumstances should be taken into account in the calculation of subsidies, otherwise the principle of social justice is violated.

A permit to the regional, regional state administrations in the cities of Kiev and Sevastopol, executive bodies of city, of regional in the cities (in case of their creation) councils or the commissions created to make decisions on taking into account actual amounts of income for other categories of citizens when granting a subsidy does not promote the implementation of the principle of equal access to obtaining minimum standards for housing and communal services, as defined in paragraph 5 clause 12 of the Regulation. The mentioned norm does not create conditions for effective prevention of discriminatory decisions in terms of taking into account the actual amounts of income for the calculation of subsidies.

Implementation of social support of the population on the basis of social justice will become possible only under conditions of implementation of monitoring of the effectiveness of implementation of social support programs and analysis of violations of the legislation on the provision of social support to the population. With this aim, the specialists of the Ministry of Social Policy have developed a draft Law of Ukraine "On Providing State Control in Providing Social Assistance" dated March 6, 2017, No. 6159. The mentioned bill provides the introduction of a social inspection institute in Ukraine, as a system of measures aimed at ensuring compliance with the law when providing social assistance. It is important that, according to the Clause 9 of the Article 3 of this bill, social inspectors should have the

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**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**

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following rights: to control the correctness and timeliness of the appointment of social assistance; to check the information that affects the establishment of the right to receive social assistance and the amount /scope of its provision; to initiate a survey by the social auditor of the material and household conditions of the families who applied for the social assistance and receive its results; to visit recipients of social assistance at the place of residence in order to determine the authenticity of information about the degree of need and the possibility of finding additional sources of existence that affect the establishment of the right to receive social assistance and the amount/scope of its provision; to receive on a free basis the data necessary for establishing the right to social assistance and the amount/scope of its provision from the central executive body, which provides formation of the state financial and budgetary policy, from information systems of other bodies of executive power, as well as from state bodies, bodies of local self-government, enterprises, institutions and organizations; to inform interested state and local executive bodies and local self-government bodies about the problems that were identified during the inspection; to compile and send orders to the structural units on social protection of the population, to send orders to the subjects providing social services about elimination of violations or return (donation) of funds; monitor the implementation of the regulations [19].

Creation of the effective legal mechanism for the implementation of the cited norm will help to implement real monitoring of the functioning of the social support system. Besides, in the context of reforming the system of social and economic assistance for vulnerable groups of population, initiatives aimed at gradually monetizing of subsidies at the level of households from 01.01.2019 should be taken into account. This is intended to provide equal conditions for the calculation of actually consumed services in the part of housing subsidies as a form of social and economic support of the low-income groups of the population.

**Conclusions.** Summarizing the above, we can say that:

The following stages of formation and development of addressed social assistance in Ukraine can be distinguished: The first stage - (1999 - 2003) - the initial stage of the formation of addressed social assistance of the population, which was primarily aimed at disabled family members and the unemployed people, who did not have any other independent earning. This type of assistance did not actually solve the problem of social assistance for all vulnerable groups of the population of the state, and, accordingly, it was not effective in combating poverty; II-stage - (2003 - 2013) - the stage of transformation of addressed social assistance in the state social assistance to low-income families and those categories of people who were in difficult life circumstances. However, its effectiveness was influenced by the shadow employment sector and the lack of a common register of recipients of assistance; III-stage - (from 2014 to the present day) - the latest stage of reforming the system of addressed social assistance, which is accompanied by radical changes in the system of social protection of the state, especially in housing and communal services. This stage can be characterized by gradual introduction of social inspection and monetization of such kind of addressed social assistance as subsidies, which in future should promote the formation of the effective system of addressed social assistance on the basis of equality and justice, when addressed social assistance is provided only to those categories of people who really need it.

The reforms of the social support system in Ukraine should be based on the principle of targeting, which will allow providing real social assistance measures to those members of society who really need this help, on the basis of their life circumstances. The addressed social assistance should contain the targeted activities of authorized state bodies, which are determined by law. It is aimed at supporting specific individuals who have difficult life circumstances and who, for objective reasons, are not able to independently provide their livelihoods at the level not lower than the subsistence minimum, which is determined by the law. The availability of effective legal regulation and ensuring equal access to state social support in the form of subsidies will facilitate the introduction of amendments and additions to the Law of Ukraine "On Housing and Communal Services" regarding accounting of the actual amounts of income during calculation of subsidies to individuals who provide social services. Considering some existing economic disparities of purpose of subsidies, there is an urgent need to monetize subsidies and check the real incomes of recipients of social support in order to confirm the right for

**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**

benefits. This will allow the introduction of the single approach to such form of social assistance as a subsidy, which is aimed at supporting the life of the poorest group of the population of Ukraine.

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**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**

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**ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ**

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