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Semiletov O., *Senior Researcher at the Research Laboratory of Civil Security Management of the Educational and Research Institute of Civil Defense, National University of Civil Defense of Ukraine, Cherkasy*

ORCID: 0000-0002-7903-0098

Dement M., *Ph.D in Pedagogical Sciences, Associate Professor of the Department of Organization and Technical Support of Emergency Rescue Operations, National University of Civil Protection of Ukraine*

ORCID: 0000-0003-4975-384X

ADAPTATION OF THE PUBLIC ADMINISTRATION SYSTEM TO THE NEEDS OF SOCIAL WORK UNDER MARTIAL LAW

The article is devoted to the analysis of the current state of social work in the context of armed aggression against Ukraine. It is noted that the beginning of full-scale hostilities has become a test for state bodies, revealing serious gaps in the organization of emergency response. Particular attention is paid to the transformation of approaches to social work, which is no longer limited to household or medical care, but covers a wide range of individualized services - from legal to psychological support and socialization. The experience of working with Anti-terrorist operation in eastern Ukraine/ Joint forces operation participants, internally displaced persons, as well as the impact of military operations on the provision of social services is studied. It is noted that the activities of social workers acquire particular importance in conditions of risk to life, when it is necessary to evacuate vulnerable categories of the population, in particular people with disabilities, the elderly, children and others. The role of legislative regulation, international assistance and cooperation of communities with donors in improving the quality of services is revealed. The problems are analyzed: personnel shortage, employee burnout, corruption, low funding. The author emphasizes that ignoring the social sphere will lead to social marginalization, tension in society and loss of trust in state institutions. The need to modernize the social sphere

management system under martial law and post-war reintegration of citizens is emphasized. The main directions for further improvement of social work are proposed, including increasing funding, staff development and implementing a comprehensive, people-centered approach.

Key words: *public administration, social sphere, state authorities, social vulnerability, internally displaced persons*

Statement of the problem. The outbreak of active hostilities on the territory of Ukraine was an unexpected test for the state authorities and another stage of adaptation and modernization of management decisions. This stage of the test revealed shortcomings in the organization and preparation in all spheres of the state's life for national emergencies. One of the topical issues that are a priority at the state level is ensuring the social and humanitarian well-being of Ukrainian citizens, creating decent and safe living conditions. At the present stage, social work plays a significant role. This is due to the fact that approaches to understanding social work as providing assistance to people in difficult life circumstances are changing significantly. For example, social work is not just about checking living conditions, providing household assistance, or solving certain medical or health issues. Today, it is a whole range of activities that have been developed to meet individual needs. It is formed by creating conditions under which a person, regardless of the specifics of the problem, can receive legal, material, financial or other assistance. It also includes the implementation of measures for adaptation and socialization of a person, education and retraining, i.e., creating conditions that allow a person to be inseparable from society and live a full and barrier-free life.

Analysis of literary data and problem statement: Considering the scientific research of practitioners and specialists in the social sphere, special attention should be paid to the study of social work with the military who participated in the Anti-terrorist operation in eastern Ukraine/ Joint forces operation in 2014-2021, this experience will provide an opportunity to note the need for and generalization of new methods and techniques and demonstrates the obsolescence and need to update organizational and regulatory approaches to addressing this issue when working with citizens affected by hostilities and representatives of the defense forces.

Among the contemporary researchers of this problem, it is advisable to single out O. Logvinova. The researcher insists that it is now necessary to focus on the adaptation and

re-adaptation of combatants to civilian life. In particular, this is due to the fact that being under severe psychological pressure, it is difficult for a military man to adapt to a peaceful and quiet life [5]. The problems of social work with Internally displaced person who suffered as a result of hostilities were considered in studies by such scientists as: I. Hryhorenko, N. Savelieva, L. Melnyk and others. However, not all aspects of this problem have been sufficiently reflected in the scientific literature, which determines the scientific relevance. Also, the issues of psychosocial rehabilitation of combatants as a result of the events of 2014 play an important role in their research: Y. Bryndikov, N. Komarova, L. Kornilova, O. Safin, T. Semygina, I. Trubavina, Y. Chernetska, and others. The content and focus of social work in the community are substantiated by O. Bezpalko, A. Kapska, H. Kucher, M. Skochko, N. Kolyada, A. Slozanska, O. Chuyko, and others. At the same time, the historical development of events necessitates the intensification of social work in the conditions of war, the problems of the current state of the social sphere in the conditions of hostilities

Presenting main material: According to historians, social work began its development in the ancient Kyivan Rus as the realization of the commandments and love for one's neighbor, which was realized in helping the needy, people with disabilities, by implementing measures to help with free feeding, employment, clothing and other activities, which resulted in the creation of shelters and other charitable institutions. It should be noted that historically, assistance to the needy occurred during the times of the Principality, the Polish-Lithuanian Commonwealth, the Cossacks, during the rule of the Russian Empire and the Soviet Union, it should be noted that the social sphere experienced both popularization and support and decline during the Soviet Union due to imperfect policies. A new stage of recovery began after the collapse of the Soviet Union and Ukraine's independence due to the large number of citizens who needed support, so the first steps were the creation and implementation of state authorities and social services, namely Territorial centers for servicing elderly citizens, persons with disabilities, single citizens, youth centers, boarding schools, and orphanages [6].

It should be noted that the global problem, which unfortunately is still ongoing and deeply rooted in society after the collapse of the Soviet Union and the influence of other states on the internal policies and processes of the state, is already independent and sovereign Ukraine faced with the problem of abuse of power and corruption risks, which before the full-scale invasion were curbed and had isolated manifestations. Since the beginning of full-scale

hostilities on the territory of Ukraine, the risks and facts of corruption and cases of abuse of power by officials have increased. This allows us to focus on such challenges of illegal activities as: Creation of corruption schemes, sale of humanitarian aid, embezzlement with the purpose of further sale of part of humanitarian aid and funds, fraud, bribery in the defense sector, forgery in the medical sector, etc.

It is worth noting that corruption challenges are one of the reasons for limiting international investment, restricting aid and one of the obstacles to the rapid integration of the state into international structures. Since the beginning of the armed conflict, more than 680 cases of illegal use of humanitarian aid have been revealed. The consequences of such subversive activities in our country are: the diversion of administrative resources, undermining the trust of international partners and the public in the government and the activities of state authorities, significant financial losses of the state, bureaucratization and reduction of assistance. This limits the ability to help the state and its citizens in the context of active hostilities on its territory.

It should be noted that according to the Law of Ukraine “On Social Services” [9], funding for social services is provided by social service providers depending on the type of funding: state, municipal, non-governmental sectors, regardless of the sources of funding, in accordance with state standards of social services. About 80 percent of service providers receive funding from the state or community budget.

It should be noted that within the framework of their activities, social sector organizations can provide services on a paid basis, which is regulated by the Law of Ukraine “On Social Services”, Resolutions of the Cabinet of Ministers of Ukraine [10], Acts of the President of Ukraine, orders of ministries, methodological recommendations, etc. Thanks to cooperation with international partners and participation in grant programs, the range and quality of social services is increasing.

Due to the impossibility of creating safe conditions, a significant part of social services was suspended in the frontline regions and in the territories affected by the hostilities. In general, the situation with the provision of social services has deteriorated significantly, and the burden on public services, including social protection agencies and their ability to provide sufficient services to certain social groups in difficult life circumstances has increased significantly, with Internally displaced person, large families, the elderly, the disabled, children,

low-income families and others being the main categories in need of social protection and assistance.

It should be noted that the entire population of Ukraine is constantly under attack by Russia. A large proportion of Ukrainian citizens in need of care do not have the opportunity to quickly go to a shelter or leave potentially dangerous areas. There are also frequent cases of hostile attacks on healthcare facilities, rehabilitation and sanatorium medical institutions. For this reason, it is impossible to create fully safe conditions in the frontline regions and place them in sanatorium-resort areas and to fully provide them with measures to evacuate bedridden persons.

It should be noted that under martial law in certain territories, only a small proportion of social workers continue to perform their duties, despite the existence of a significant risk to their own life and health, with a high potential threat of losing it or suffering injury or trauma, and who have not yet lost their professional ability and capacity to provide socially vulnerable persons in such territories with vital services, humanitarian aid or necessary psychological support, or to coordinate their removal or relocation. The main result of their activities in such circumstances remains moral, psychological and humanitarian support.

It should be noted that with the outbreak of hostilities in eastern Ukraine and the development of further large-scale hostilities, conditions have been created that require assistance to vulnerable categories of citizens.

That is, local governments implement the following state policy: compulsory state social and pension insurance; control and assistance on family and children's issues; provision of humanitarian aid; provision of social services to individuals and certain social groups who are in difficult life circumstances and cannot overcome them on their own.

Social institutions are the subjects of social policy implementation, whose activities are regulated by the provision of social services to families in difficult life circumstances, foster families, family-type orphanages, military families, single people, the elderly, internally displaced persons, etc.

The main models of social work management in communities include three approaches:

1. Institutional-administrative model

This model involves organizing social work within existing state and local structures, where services are provided in accordance with established procedures and standards. The

main emphasis is on centralized planning, control, as well as logistical and financial support.

- Ensuring uniform standards for service provision with a clear division of responsibilities.
- System sustainability provided by a stable budget base and a developed organizational

structure.

- Structural rigidity, which may complicate prompt response to specific community needs.
- High bureaucracy, which inhibits innovation and adaptability to new requirements.

2. Municipal organizational development model

This approach is based on the joint development and implementation of a strategic plan for community development together with its residents. The goal is to stimulate positive changes, improve the level and quality of life, and create conditions for equal opportunities for all community members [7].

One of the key prerequisites for implementing such a model is the active participation of citizens in the decision-making process. This may include holding public discussions, creating effective feedback mechanisms, and involving residents in the work of local government bodies. The model is aimed at ensuring sustainable development of the territorial community through the creation of an effective system of social protection and improving the quality of life of the population. The main principles of the model include:

- Centralization of management, Decentralization of decision-making, Integration of the approach, Partnership and interaction, Transparency and openness, Efficient use of resources, Ensuring high quality of services,

It should also be noted that this model is cyclical in nature - forms and areas of activity are adjusted in accordance with changes in the social life of the community, which contributes to the formation of a sustainable and effective system of local government.

3. Integrated model of social services

In this approach, social work is focused on mutual adaptation: not only the individual must adapt to the conditions of the community, but the community, in turn, makes efforts to take into account individual needs [1, p. 71]. At the community level, an integrated approach means a combination of different types of social support and services that meet the specific needs of its members. Particular attention is paid to providing targeted assistance to the most vulnerable categories of the population who find themselves in difficult life circumstances and are unable to overcome them on their own.

The main features of this approach: Systematicity, which provides a comprehensive approach, Friendliness and cooperation between all subjects of social work, Individuality and flexibility in solving social problems.

The main directions of the formation of an integrated approach include:

Involvement of residents: identifying needs for social services and solving social problems together with the community, Creating a single information space: integration of information resources, ensuring access and effective exchange of information, Interdepartmental and interdisciplinary interaction: establishing mechanisms for cooperation between social work subjects both within the community and beyond, Implementation of social work technologies: early identification of social problems, prompt response and comprehensive solutions through integration of services [4].

Thus, the key principles of effective operation of this model are integration, centralization and an individual approach.

The main models for managing social work in communities include the following: administrative model, model of municipal organizational development, integrated model of social services

It should be noted that the concept of "social work" at the international level was formulated by the General Assembly of the International Federation of Social Workers only in 2014. The General Assembly stated that this concept should be understood as: first, a practice-based academic discipline; second, a professional activity (profession).

As a discipline and a profession, social work: promotes social change and development, social cohesion, as well as empowerment and liberation of people. The general problems of ensuring social conditions for the realization of human rights. The reasons for its actualization in the current martial law are the following: the majority of the population as a result of the war needs social services as social guarantees of quality of life, especially Internally displaced person who have left their homes and are deprived of the necessary for life and basic needs, in the state as a result of hostilities and their consequences, salaries are reduced, enterprises are relocated, the territory affected by hostilities is increasing: damaged enterprises, destroyed infrastructure, mined and damaged buildings, etc.

Mobilization measures are taken to ensure the state's defense capability, resulting in a shortage of skilled and highly specialized workers and the closure of enterprises, which

increases unemployment and reduces Gross domestic product.

The impact of prolonged hostilities is also playing an important role, and its consequences are already being felt, with an increasing number of citizens with disabilities, both those acquired as a result of participation in hostilities and those resulting from exacerbation of chronic, hereditary health problems. At the same time, the resources for providing social services to meet the basic needs of the community are limited, with communities in the combat zone and internally displaced person host communities in regions remote from the combat zone of Ukraine suffering particularly.

It should be noted that due to such negative factors as professional burnout, evacuation measures to safer places for employees and their families, the quality and level of service provision is decreasing. It should be noted that the quality of work in the combat zone and frontline regions has specific features due to the security situation in the region and the peculiarities of social services provision.

It should be noted that if the state ignores the needs of social work (its personnel, regulatory, institutional, financial, informational, logistical, etc. support), it will lead to the fact that social work will not achieve its goal at all, and therefore the state and society will not be able to fully perform its social function, the social security of the state will be at a low level, resulting in the marginalization of society, increased social tension and youth deficit, etc.

Prolonged hostilities force citizens in difficulty who have been evacuated to safe places or who have been granted Internally displaced person status to return to potentially dangerous areas. Thus, we note that insufficient funding is one of the main problems and obstacles to the implementation of support programs for Internally displaced person and demobilized persons in need of assistance.

This problem of insufficient funding also affects the provision of social sector personnel low remuneration does not allow for quick recruitment of new employees and contributes to the outflow of personnel, considering this problem in the long term, these problems can lead to overloading of employees;

As mentioned above, corrupt practices with humanitarian aid have additionally created bureaucratic obstacles: citizens in need of assistance are forced to spend more time and effort on paperwork and numerous procedures. This creates additional stress and delays the process of obtaining the necessary support;

The following are the obstacles that social workers may encounter in the course of their work:

- Psychological problems: The heavy workload and insufficient number of qualified psychologists involved and limited access to psychosocial support make it difficult for Internally displaced person to overcome traumatic experiences

Most of the problems of Internally displaced person and victims of hostilities are assistance in finding housing, work and restoration of documents, provision of psychological and humanitarian assistance.

In accordance with the tasks of the National Social Service, the peculiarities of work in the territories that have been and are subject to hostilities in the combat zones and frontline regions include

- 1) to carry out state supervision (control) over compliance with the requirements of the legislation on the realization of the right to social services, ensuring the quality of their provision, social support (various types of state aid, benefits, housing subsidies and other payments made at the expense of the state budget) and observance of children's rights;

- 2) coordination of activities of structural units of local state administrations, executive bodies of village, settlement, city, district councils in cities (if established) on social protection of the population in organizing work on social support;

- 3) coordination of activities of structural subdivisions of local state administrations, executive bodies of village, settlement, city, district councils in cities (if established) on social protection of the population in organizing work on social support;

- 4) Implementation of the state policy on:

1. conducting social work and providing social services to persons in difficult life circumstances, as well as to persons in respect of whom the fact of deprivation of personal freedom as a result of military aggression against Ukraine has been established, war veterans, military personnel and members of their families;

2. social protection of persons affected by the Chornobyl disaster, persons with disabilities, and internally displaced persons;

3. preventing and combating domestic violence, gender-based violence, and human trafficking;

4. ensuring equal rights and opportunities for women and men;

5. social protection of homeless persons, social adaptation of persons who have served a sentence of restriction of liberty or imprisonment for a certain period of time, as well as persons released from further serving these types of sentences.

6. volunteer activities;

7. active and healthy longevity, overcoming the negative effects of aging;

8. humanitarian aid.

The hostilities have significantly affected the state of work, the state of social services and expanded the boundaries of interaction between social workers and citizens. The outbreak of hostilities caused emigration abroad and internal migration. The main problem of any conflict was a sharp increase in unemployment, creating conditions for a social and humanitarian catastrophe caused by the occupation of part of the territory of Ukraine, constant shelling, and relocation of enterprises.

The social sphere was faced with the impossibility of conducting its activities in these territories, and the need to conduct forced evacuation: socially unprotected categories of citizens, persons who have fallen into or are in difficult life circumstances (persons with disabilities, the elderly, internally displaced person, etc.).

The majority of citizens who need social assistance have social insufficiency - that is, the consequences of a health disorder, which leads to a limitation of a person's vital activities and the need for their social protection or assistance. Therefore, they need external qualified assistance, in order to ensure safe conditions, an algorithm of actions was created for the evacuation of persons with disabilities [11,3].

It should be noted that the constant development of professional skills and the use of specialized literature and the use of methodological recommendations make it possible to provide skills to specialists of the defense and independence forces to conduct safe evacuation activities. namely: have first aid skills, communication with people with different types of disorders (physical, mental, intellectual, sensory features of using assistive devices.

The activities of social workers are extremely important and necessary, since each representative of an institution or institution of the social sphere at his workplace, with his work, does everything possible to ensure that all citizens of the country feel safe. The social worker's confidence in the high level of his professional culture is his ability: to implement the acquired knowledge and experience, implement awareness measures, timely use of the

powers granted by law, exercise all his rights and obligations as an authorized official, comply with ethical rules of conduct, demonstrate leadership qualities and other traits. Such qualities are acquired by a social worker in the process of training, self-improvement, self-education, life practice and development.

Conclusion. Summarizing the results of the study, we can identify the following main areas that need to be addressed promptly.

First, prolonged hostilities have a negative, destructive impact on state institutions, depleting the economy and worsening the social situation of citizens. Secondly, the social sector faced a staff shortage, lack of resources and an increased burden on the social protection system at the beginning of the war, accompanied by a sharp increase in the number of internally displaced persons (Internally displaced person) and persons with disabilities. Subsequently, the adaptation of the social sector to modern requirements required modernization of existing legislation and procedures. Today, after the situation in the country has stabilized, there is an urgent need to conduct an in-depth analysis and short-term forecasting of the social sector. By attracting international support and cooperating with international organizations, territorial communities are able to improve the material and technical base and quality of social services for such categories of the population as the elderly, people with disabilities, single citizens and children deprived of parental care. At the same time, it is realized that any conflict ends and its participants return to civilian life, which requires a system capable of effectively restoring the social status of citizens. Thus, preparing specialized services for future challenges is an important condition for ensuring prompt assistance and reintegration of people who experienced difficulties during the war. Finally, the adaptation of the public administration system to the needs of social work under martial law is key to maintaining social stability, restoring trust in state institutions and ensuring human security. This process should be comprehensive, flexible, and person-centered, which will ensure effective interaction between all participants in the social process. Increased funding for the social sphere will also help reduce social tensions and attract qualified personnel to the social protection system.

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