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The measures of social and economic support of citizens in the Russian Federation: preferential categories of citizens.

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ABSTRACT

Social protection of the population is a humanitarian-oriented social institution whose tasks lie in the plane not just providing social assistance to an individual, but also supporting the solidarity of the principles of social organization. The development of various organizational and legal forms of social protection should be carried out in a comprehensive manner, relying on the most important legal and moral foundations, which is intended to promote the progressive increase in the level and quality of life of a person. The authors analyze a set of measures for social support of the population in the Russian Federation. They denote lacunae that require further study and development. Authors use their own empirical experimental experience. obtained on the basis of the Institute of Additional Professional Education of Social Workers under the Government of Moscow.

Keywords: social protection, social support, measures of social support, state social assistance, social allowance, subsidy, a set of social services, social supplement to pension

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INTRODUCTION

Social support in a broad sense is a system of measures to provide assistance to certain categories of citizens who are temporarily in a difficult economic situation (partially or fully unemployed, students, etc.) by providing them with the necessary information, financial resources, loans, training, protection and introduction of other benefits; in the narrow sense - a set of one-time or episodic special social measures aimed at overcoming circumstances that worsen or can worsen the conditions of human life.[1]

The concept of social support measures

The state policy of the Russian Federation in the field of social support of citizens is formed in accordance with the provisions of the Constitution of the Russian Federation, where it is determined that the Russian Federation provides state support for the family, motherhood, paternity and childhood, disabled and elderly citizens, a system of social services, state pensions, benefits and other guarantees of social protection. [2] Issues of protection of the family, motherhood, paternity and childhood; social protection, including social security, are jointly administered by the Russian Federation and the subjects of the Russian Federation [3].

The main law regulating the provision of state social assistance is the Federal Law of July 17, 1999, No. 178-FZ "On State Social Assistance," which establishes the legal and organizational basis for providing it to low-income families, low-income single citizens and other categories of citizens law, and also determines the procedure for taking into account the rights of citizens to measures of social protection (support), social services provided in the framework of social services and state social other social guarantees and payments established by the legislation of the Russian Federation, laws and other regulatory legal acts of the subjects of the Russian Federation, and municipal regulatory legal acts. The law establishes the basic concepts, such as: state social assistance, social benefits, subsidies, a set of social services, social supplement to a pension, a social contract, etc. Thus, state social assistance is the provision of low-income families, low-income single citizens, categories of citizens specified in the federal law, social benefits, social subsidies to pensions, subsidies, social services and vital goods.

At the same time, the concept of "social support" and "measures of social support" appeared with the entry into force of the Federal Law of August 22, 2004, No. 122-FZ "On Amendments to the Legislative Acts of the Russian Federation and the Invalidation of Certain Legislative Acts of the Russian Federation in connection with the adoption of federal laws "On Amendments and Additions to the Federal Law" On the General Principles of the Organization of Legislative (Representative) and Executive Bodies of State Power of the Subjects of the Russian Federation action "and" On General Principles of Local Government in the Russian Federation".

These terms have replaced the term "benefits" that has been used for a long time. The main reason for the normative fixing of the term "social support" was that most of the benefits were not financially supported and remained only declarative.

With the adoption of the Federal Law No. 122-FZ of August 22, 2004, a full-scale social reform was carried out, the main purpose of which was to establish a system of social support for citizens entitled to benefits and social guarantees by transferring benefits to monetary form ("monetization of benefits"), and delineation of powers between federal bodies of state power, public authorities of the subjects of the Russian Federation and local self-government bodies in the order of their provision and financing. This law amended more than 150 federal laws, including the Federal Law of July 17, 1999, No. 178-FZ "On State Social Assistance."

Federal Law No. 122-FZ of August 22, 2004 differentiated all citizens entitled to social support measures into two groups: federal and regional beneficiaries, and also delineated financial obligations to implement social support for the population between the Russian Federation and its subjects. The following types of social support are assigned to the powers of the Russian Federation (federal exempts):

- war invalids and participants in the Great Patriotic War, former underage prisoners of fascism (Articles 14 and 15 of the Federal Law of January 12, 1995 No. 5-FZ "On Veterans") ;
- veterans of military operations (Article 15 of the Federal Law "On Veterans");

- servicemen who served in military units, institutions, military schools that were not part of the active army, during at least six months from June 22, 1941 to September 3, 1945, servicemen awarded with orders or medals of the USSR for service in the specified period (Article 17 of the Federal Law "On Veterans");

- persons awarded with the sign "Resident of Leningrad" (art. 18 of the Federal Law "On Veterans");

- persons who worked during WWII at air defense facilities (Article 19 of the Federal Law "On Veterans");

- family members of deceased (deceased) war invalids, participants in the Great Patriotic War and veterans of military operations (Article 21 of the Federal Law "On Veterans");

- Persons with disabilities, including children with disabilities (Federal Law of November 24, 1995 "On the Social Protection of Persons with Disabilities in the Russian Federation");

- Persons affected by radiation exposure[4];

- Honorary donors, and others[5].

The competence of the constituent entities of the Russian Federation (regional exempts) includes the provision and financing of social support measures for such categories as:

- rear workers (Article 20 of the Federal Law "On Veterans");

- veterans of labor (Article 22 of the Federal Law "On veterans")

- rehabilitated persons and persons who suffered from political repression, etc. [6]

In addition, the subjects of the Russian Federation are permitted in addition to measures of social support established by federal legislation, to determine regional laws other measures of social support, as well as expand the list of categories of "regional exempts". Additional measures of social support, established in accordance with the foregoing, are expenditure obligations of the subjects of the Russian Federation (Figure 1).

Since the adoption of the Federal Law of August 22, 2004 No. 122-FZ, the areas of application of social support for the population in Russia are constantly expanding, covering new areas and facilities. The existence of a variety of grounds for establishing social support measures and a large number of measures of social support for the population determine the need for their ordering or systematization.

The following main signs of social support measures can be singled out:

1. Guaranteed by the state;
2. established in accordance with the norms of laws;
3. Appointment, as a rule, to certain categories of citizens who have special merits, low income or specific needs;
4. are provided mainly in cash, less often in natural or other forms;
5. are provided periodically (cash payments - monthly, annually, at a time, in kind - as required);
6. are established both for a certain period of time and permanently (EFA / EEHD);
7. The amount of cash payments is determined in a firm amount or in accordance with the established calculation procedure (for example, it is equivalent to the subsistence level, etc.).

Taking into account the identified features, it is possible to give the following definition of the concept of "social support" - an independent type of social security, consisting in periodic provision of certain categories of citizens with measures of social support, social services in the framework of social services and state social assistance, other social guarantees in the form of cash payments and / or natural assistance for the purpose of social promotion of certain categories of citizens, full or partial compensation of additional costs of citizens, support their health, as well as in order to solve priority state tasks.[7] In general, social

support for citizens is a system of legal, economic, organizational and other measures guaranteed by the state to certain categories of the population [8].

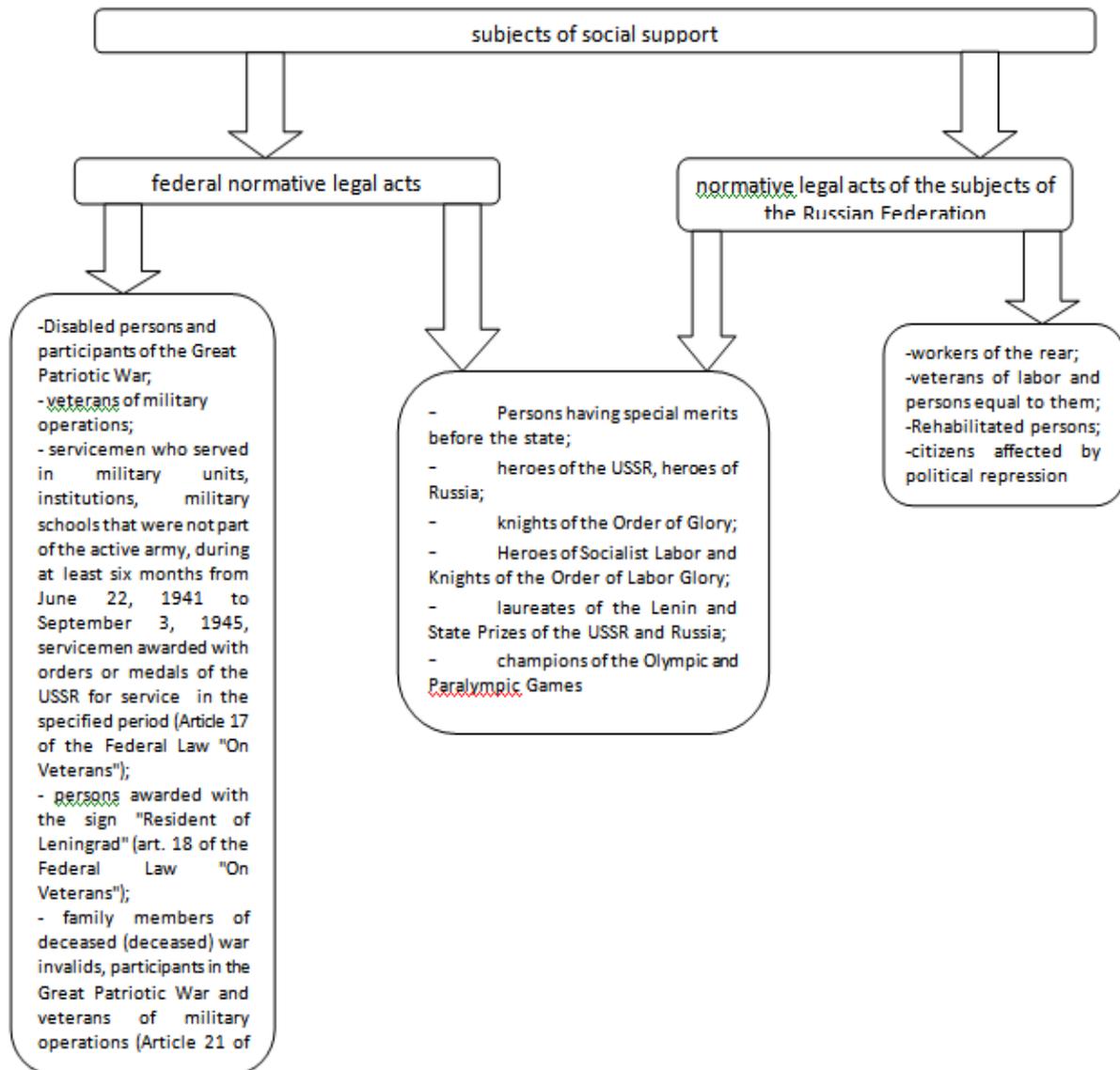


Fig 1: Subjects of social support

The measures of social support provided by the government bodies of the Russian Federation

Federal benefit recipients are categories of citizens whose provision of benefits and measures of social support is carried out on the basis of federal laws, is assigned to federal authority and is funded from the federal budget.

Authorized bodies can be both federal ministries (the Ministry of Labor of Russia, the Ministry of Education and other federal agencies), and extrabudgetary public funds (the Pension Fund of Russia, the Social Insurance Fund of Russia, etc.). The authorized body is established by the federal law.

Federal benefits are provided in the form of social support measures in the form of:

1. Social payments (monthly cash payment - EFA, additional monthly material support - DEMO, federal social supplement to the pension to the subsistence level of the pensioner, etc.);
2. A set of social services (NSOs, as part of the EFA);
3. Natural relief.

The Pension Fund of Russia implements the following payments to federal beneficiaries:

- Monthly cash disbursement (EEV);
- money equivalent of a set of social services (NSOs);
- additional monthly material support (DEMO);
- additional monthly material support for outstanding achievements and special merits to the Russian Federation (DMO);
- social supplement to the pension to the subsistence level of the pensioner.

The monthly monetary payment (EDV) is granted to certain categories of citizens from veterans, disabled persons, former underage prisoners of fascism, persons affected by radiation and other categories.

For different categories of federal benefit recipients, the size of the EDB is different. The size of the EFA also depends on the decision taken by its recipient to refuse to receive a full range of social services (NSOs) completely, one of the social services or two any social services from this set.

The size of the monthly cash payment is subject to indexation once a year. For example, the size of the EDR in 2018 was indexed from 1 February 2018 to 2.5%.

A set of social services

Federal beneficiaries as beneficiaries of EFA are entitled to receive state social assistance in the form of a set of social services (NSOs), which includes medical, sanatorium and resort and transport components. This right arises from the date it establishes a monthly cash payment. The period of granting social services to citizens is a calendar year. In this case, a citizen can choose: to receive social services in kind or their monetary equivalent. A citizen who is entitled to the NSO can refuse to receive social services in kind in full or in part in favor of his monetary equivalent. The procedure for obtaining a set of social services can be changed only from January 1 of each next year, provided that an application to the territorial office of the Pension Fund of Russia or a multifunctional center for the provision of state and municipal services is submitted before October 1 of this year.

It is important to understand that a set of social services is part of a monthly cash payment. Therefore, the ELV is calculated taking into account the decision to refuse to receive a set of social services completely, one of the social services or two any social services from this set. Therefore, when the NSO is received in kind, its value is deducted from the amount of the EDB. If a citizen refuses to receive a set of social services (one of any social services or two any social services) in favor of a cash equivalent, their value is not deducted from the amount of the EBA. The monetary equivalent of a set of social services in the monthly cash payment is indexed annually. The structure of the set of social services and the monetary equivalent of the NSO as a whole, as well as each of its components, are presented below in Table 1.

Table 1: Structure of the set of social services (NSOs) and its monetary equivalent in 2018

Natural form	Cash equivalent, rubles / month.[9]
- medicines for medical prescription; medical products by prescription; specialized food for children with disabilities	828,14
- vouchers for sanatorium treatment for the prevention of major diseases in the presence of medical indications	128,11
- free travel on suburban railway transport, and also on intercity transport to the place of treatment and back	118,94
Total	1075,19

Additional monthly security (DEMO) is established in accordance with Presidential Decree No. 363 of March 30, 2005 "On Measures to Improve the Financial Situation of Certain Categories of Citizens of the Russian Federation in Connection with the 60th Anniversary of the Victory in the Great Patriotic War of 1941-

1945" from August 1, 2005, No. 887 "On Measures to Improve the Material Situation of Persons with Disabilities as a result of Military Injury" to the following categories:

In the amount of 1000 rubles:

- disabled veterans of the Great Patriotic War;
- participants of the Great Patriotic War from among the persons indicated in subparagraphs "a" - "ж" and "и" subparagraph 1 of paragraph 1 of Article 2 of the Federal Law of January 12, 1995 No. 5-FZ "On Veterans";
- former under-age prisoners of concentration camps, ghettos and other places of forced detention created by the fascists and their allies during the Second World War;
- citizens who are recognized in due course as invalids due to military trauma.

In the amount of 500 rubles:

- military servicemen who served in military units, institutions, military educational institutions that were not part of the active army, during the period from June 22, 1941 to September 3, 1945, not less than 6 months, as well as servicemen, awarded orders or medals of the USSR for service in the specified period;
- widows of servicemen who died during the war with Finland, the Great Patriotic War, wars with Japan, widows of the disabled veterans of the Second World War;
- citizens, awarded with the sign "Resident of the Siege of Leningrad";
- former adult prisoners of Nazi concentration camps, prisons and ghettos. The territorial agency of the FIU pays EDB and DEMO at the same time as a pension.

Additional monthly material support for outstanding achievements and special merits before the Russian Federation (hereinafter referred to as the "DMO") is established in accordance with the procedure and on the terms established by Federal Law No. 21-FZ of March 4, 2002 "On additional monthly material support of citizens of the Russian Federation for outstanding achievements and special merits to the Russian Federation".

Categories of DMO recipients can be divided into three groups according to the size of the additional payment [10]:

- I. Heroes of the Soviet Union, Heroes of the Russian Federation, Heroes of Socialist Labor, citizens awarded the Order of St. Andrew the First-Called, citizens awarded with the Order of Labor Glory of three degrees, citizens awarded the Order "but merits to the Fatherland" I degree. The size of the DMO to these categories of recipients is 415% of the size of the social pension;
- II. Citizens awarded the Order of Lenin, citizens awarded with the Order of Merit for the Fatherland, II degree, citizens awarded the Order of Merit for the Fatherland III and IV degree, laureates of the Lenin Prize, state prizes of the USSR and state prizes of the Russian Federation (RSFSR). The size of their DMO is 330% of the size of the social pension;
- III. Citizens who were awarded the Order of Labor Glory of three degrees, citizens awarded with the Order "For Service to the Motherland in the Armed Forces of the USSR" three degrees, champions of the Olympic Games, Paralympic Games, Deaflympics. The size of their DMO is 250% of the size of social pensions.

When determining the size of the DMO, the size of the social pension specified in subparagraph 1 of paragraph 1 of Article 18 of the Federal Law of December 15, 2001 No. 166-FZ "On State Pension Provision in the Russian Federation" as of the day of establishment of additional material security shall be applied to the above categories. Indexing of the DMO is carried out simultaneously with the indexing of the social pension. The DMO is also paid along with the pension.

Federal social supplement to the pension to the subsistence level of the pensioner

Since January 1, 2010 [11], in order to bring the material provision of non-working pensioners to the subsistence level of the pensioner established in the constituent entity of the Russian Federation, it is envisaged to establish social subsidies to the pension. All non-working pensioners whose total amount of material support does not reach the subsistence minimum of the pensioner

(PMP) in his region of residence, a federal or regional social supplement to the pension is established to the value of the primary vocational education system established in the region of residence of the pensioner. Federal social support is paid by FIU institutions and is established if the total amount of cash payments to a non-working pensioner does not reach the subsistence minimum of a pensioner established in the region of residence, which in turn does not reach the subsistence level of the pensioner as a whole for the Russian Federation. Regional social co-payment is paid by the social protection agencies of the region in case the subsistence minimum of a pensioner in a subject of the Russian Federation is higher than the similar index for the Russian Federation, and the total amount of cash payments to a non-working pensioner is below the regional PHC.

When calculating the total amount of material security for a non-working pensioner, the following amounts of money are taken into account:

- pensions (parts of a pension);
- additional material (social) security;
- monthly cash payments (including the cost of a set of social services);
- other measures of social support, established by the legislation of the subjects of the Russian Federation in monetary terms (with the exception of measures of social support provided at a time).

In addition, when calculating the total amount of material security of a pensioner, the monetary equivalents of the social support measures provided for him for paying for the use of the telephone, accommodation and utilities, travel on all types of passenger transport, as well as monetary compensation for the costs of these services are taken into account.

The amount of the subsistence minimum for a social supplement to a pension is established by a regulatory legal act of the Russian Federation or a subject of the Russian Federation annually. Thus, the subsistence minimum of a pensioner for determining the federal social co-payment (FSD) for 2018 as a whole for the Russian Federation is 8,726 rubles.[12] In 2018, FSD is paid in 70 regions of the Russian Federation. In the city of Moscow, at the expense of the budget of the city, a regional social co-payment (RSD) is paid. The amount of the subsistence minimum for determining the social surcharge to the pension was set for 2018 at a rate of 11,816 rubles. [13]

The federal register of persons eligible for state social assistance

In order to ensure the realization of the rights of citizens to receive monthly cash payments, social services, social surcharges to pensions, and to ensure the quality and efficient use of funds sent for monthly cash payments and the provision of social services, the Federal Register of Persons Eligible to Receive state social assistance.

The federal register of persons entitled to receive state social assistance contains the following basic information:

- 1) the insurance number of the individual personal account in the mandatory pension insurance system;
- 2) the surname, first name, patronymic, and also the name that the person had at birth;
- 3) date of birth;
- 4) sex;
- 5) address of residence;
- 6) the series and number of the passport or identity card, the date of issue of the specified documents, on the basis of which the relevant information is included in the Federal Register of Persons Eligible for State Social Assistance, the name of the body that issued them;
- 7) the date of inclusion in the Federal Register of persons entitled to receive state social assistance;
- 8) the category to which the citizen belongs;
- 9) requisites of the document confirming the assignment of the citizen to the corresponding category;
- 10) other information determined by the Government of the Russian Federation.

The executive authorities of the constituent entities of the Russian Federation shall, in accordance

with the established procedure, transfer the personal data necessary for maintaining the Federal Register of Persons Eligible for State Social Assistance to the body authorized to maintain the said Federal Register.

The body that conducts the Federal Register of persons entitled to receive state social assistance in the procedure established by the Ministry of Labor of Russia is the Pension Fund of Russia.

One of the examples of measures of social support established by the state with a view to solving priority state tasks in the field of population, namely the creation of maximum conditions for increasing the birth rate, is the special social program maternal (family) capital (hereinafter - MSC, maternity capital). The authorized body for the implementation of this program is the Pension Fund of Russia. Maternity (family) capital is a measure of state support for Russian families in which the second child was born (or was adopted) (or a third child or subsequent children, if the right to receive these funds was not issued at the birth (adoption) of the second child). The right to receive MSCs is granted only once. The parent (family) capital is issued in the form of a registered document - a Certificate (on paper or in the form of an electronic document), the value of which is established by law. The size of the parent (family) capital is annually revised taking into account the inflation rate and is established by the federal law on the budget for the corresponding financial year and planning period. The means of the mother (family) capital can be directed to: 1) improvement of the living conditions of the family (mortgage, housing credit, direct purchase of housing, etc.); 2) education of children (payment for education, keeping the child in kindergarten, etc.); 3) an increase in the pension of a future mother; 4) purchase of goods and services intended for social adaptation and integration of disabled children into the society (goods and services should be included in the individual rehabilitation and habilitation program of the child); 5) receiving a monthly payment. The MSC facilities can be used in parts. For example, a part of the funds should be spent on the education of children, and the other part - on the formation of a funded pension of the mother or postpone the disposal of funds for a later period.

The amount of maternity capital from January 1, 2015 is 453,026 rubles (Table 2.):

Table 2: The size of the parent (family) capital

year	rubles
2007	250 000
2008	276 250
2009	312 162
2010	343 378
2011	365 698
2012	387 640
2013	408 960
2014	429 408
2015-2018	453 026

CONCLUSION

In the Russian Federation, since January 1, 2018, the Unified State Information System for Social Security (hereinafter - ESSISO) has been put into permanent operation.

The basis for the creation of the ESSISO was Federal Law No. 388-FZ of December 29, 2015. [14] The State Customer of the creation, development and operation of the information system, as well as the operator of the information system is the Pension Fund of the Russian Federation (hereinafter referred to as the information system operator). ESSISO is a federal state information system created to provide citizens, state authorities, local governments, as well as organizations providing social support and social services in the framework of social services and state social assistance, information on these measures and services, and other social guarantees and payments provided to citizens at the expense of the federal budget, budgets of the constituent entities of the Russian Federation and local budgets. The structure of the ESSISO includes the federal, regional (departmental) and technological segments:

- the federal segment

- a) ensures the prompt collection and submission of information on the provided social protection (support) measures at the request of users of the ESSISO;
- b) provides the formation of statistical and analytical reporting;
- c) contains a categorizer of social protection (support) measures, a list of categories of recipients and a directory of eligibility criteria when providing social protection (support) measures;

- regional (departmental) segments - designed to collect data in the form of information contained in information resources of information providers;

- technological segment - ensures the functioning of the information system and integrated information security. Collection and provision of information in the federal and regional segments of the ESSISO is carried out on the basis of the SNILS (insurance number of the individual personal account in the mandatory pension insurance system) of the recipient citizen of social protection (support) measures. ESSISO will increase the effectiveness of public administration in the field of state social assistance, raise the level of citizens' awareness of the rights to social security and reduce their physical and time costs in obtaining certain social support measures.

In addition, this system will allow us to conduct analytics on the indicators of interest in the sphere of social support of citizens and, as a result, to forecast the expenditures of the budgets in terms of fulfilling the social obligations of the state.

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