MODERN SOCIAL POLICY OF THE RUSSIAN FEDERATION IN RELATION TO LOW-INCOME CITIZENS AND FAMILIES

INTRODUCTION

In the 21st century, there are many urgent economic and social problems. One of them is poverty. All countries, both developing and developed, face this negative phenomenon. In article 7 of the Constitution of the Russian Federation, Russia is called a social state. But the proclamation alone is not enough for real changes on the way to building a social and democratic state (The Constitution of the Russian Federation, adopted by popular vote on 12.12.199 - with amendments) https://base.garant.ru/10103000/). Currently, the activities of the state and its social policy are not sufficiently effective. In the conditions of social and economic difficulties, the state policy in the social sphere not only does not guarantee a decent life for citizens, but also is not able to provide a living wage for the majority of the population.

According to official data from Rosstat, the number of Russian citizens with an income less than the established subsistence minimum increased in annual terms in the second quarter of 2020 to 19.9 million people. Thus, the number of citizens with an income below the subsistence minimum is 13.5% of the country's population (Rosstat: the number of poor Russians increased in the second quarter of 2020 to 19.9 million// https://tass.ru/ekonomika/9498117). Accordingly, we can say that the number of poor Russians in our country has increased significantly.

In this regard, the study of issues related to social protection and support of low-income citizens and families has great scientific, theoretical and practical significance.

The key directions of the current state policy in accordance with the provisions of the "Concept of Long-term socio-economic development of the Russian Federation until 2020" include: changing the role of the state in the field of social protection and support of citizens; improving the level of efficiency and quality of social protection and support for low-income families; reducing poverty and reducing social inequality (Decree of the Government of the Russian Federation No. 1662-r of 17.11.2008, ed. dated 28.09.2018 - "On the Concept of long-term socio-economic development of the Russian Federation for the period up to 2020" // http://www.consultant.ru/document/cons_doc_LAW_82134/). To achieve the above goals, a large-scale reform of the current legislation is being carried out in several directions:

- in the direction of combating poverty by providing social benefits to low-income families with children;
- in the direction of overcoming the demographic decline by increasing the size of the maternal (family) capital and extending it to the first child;
- in the direction of a gradual increase in the minimum wage to the level of the subsistence minimum established in the country.

Today, pilot projects aimed at reducing the level of poverty are operating in eight Russian regions. Such projects are being implemented in Primorye, the Nizhny Novgorod Region, the
Republic of Tatarstan, Kabardino-Balkaria, Tomsk, Lipetsk, Novgorod and Ivanovo regions. An experiment is being conducted in these regions with the aim of personalized identification of low-income families. This will allow us to develop a strategy to get out of poverty. According to some forecasts, from 2021 this technology will be deployed throughout the country. For this purpose, the Unified State Information System (EGIS) of Social Security will be used. These circumstances and the need to improve the current legislation in the field of social protection of low-income citizens and families determine the relevance, theoretical and practical significance of the topic of this article.

**LITERATURE REVIEW**

The theoretical basis of this research is the scientific works of modern scientists, sociologists and economists, lawyers, devoted to the study and measurement of poverty, as well as the analysis of state policy in the field of combating poverty, considering the peculiarities of the Russian economy in the conditions of declaring the modernization path of development and existing social problems. The following Russian scientists have made a significant contribution to the development of methodological and applied aspects of the welfare theory: Ivanova (2004), Novikova, Fomin (2014), Kozhevennikov (2010), Suleymanova (2016), etc.

The following works are devoted to the analysis of the problem of poverty, as well as to the study of the nature of income distribution in the modern Russian economy: Alontseva (2013), Dianova, Shaikhaditdinova (2019), Antipova, Dubovskaya (2016), Puzyreva (2018), etc.

Issues related to the improvement of the socio-economic policy of Russia are considered in the works of Borschcheva, Ilchenko (2018), Terekhova (2017), Shakhovskaya, Klimkova (2016), Eshmatova, Ponyavina (2020), etc.

The analysis of this literature allows us to assert that a large number of concepts, ideas and scientific views have accumulated in Russian science that substantiate the problems of combating poverty as one of the important factors affecting the state of economic and social growth of the Russian state in general and society in particular. But at the same time, despite the fact that the problem is generally recognized and fairly well covered, there is still no holistic concept of an effective modern social policy for low-income citizens and families in Russia, which requires a more detailed consideration of its individual areas within the framework of this study. Certain aspects of social policy in relation to various categories of the population were covered in the works of such foreign researchers as Hickey (2011); Reisch, Jani (2012); Joo (2010), etc.

Desai RM and Rudra N. In their article, they consider how changes in trade affect social protection for the poor (DESAI, RUDRA, 2019). Osabohien, Matthew, Osabuohien (2020) in their study, they study how social protection policies and programs can help reduce poverty and inequality in Africa. Faist T. and Bilecen B. They analyze social protection and social inequality in a broader context, namely, in the transnational social issue in Europe and on its periphery (FAIST, BILECE, 2015). The issues of social protection management and poverty reduction are studied in the article Alyona (2018).

Thus, it can be stated that the authors’ desire to fill certain gaps in the consideration of poverty reduction issues by forming new directions of state socio-economic policy in the field of combating poverty, searching for new forms of interaction with business and the world community determined the content of this study.

**METHODOLOGY**

When writing the work, the authors used the provisions of the dialectical method of cognition of socio-legal phenomena, as well as the methods of formal logic and such general scientific methods as analysis, synthesis, analogy, comparison, induction, deduction, system analysis.

In addition, private scientific methods were used: the method of systematic, comparative analysis and other methods. For example, the system method allowed us to consider in more detail modern forms and identify the most effective measures of state social support and protection of families and poor citizens living alone in Russia. The method of content analysis made it possible to ensure the completeness, reliability and consistency of the data obtained as a result of generalization.
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The legal analysis was based on an assessment of the provisions of international documents, norms and formulations of the current Russian legislation from the point of view of their effectiveness and correctness on issues of social protection and support for socially vulnerable groups of the population (low-income families and low-income citizens living alone).

With the help of prognostic methods, the trends in the development of the object under study were determined and a vision of possible positive consequences was provided in the case of editing certain provisions of Russian legislation at the federal level on the establishment of additional legal and organizational measures of social support and protection of low-income citizens and families. The empirical base of the study was made up of statistical materials.

The use of the above methods in their entirety made it possible to conduct a comprehensive and comprehensive study of the main directions of the modern social policy of the Russian Federation in relation to poor citizens and families, as well as to develop proposals for improving the current legislation in this area.

RESULTS

The concept of "poor citizens" has a close connection with well-being and a decent standard of living. The need to improve the quality and standard of living of people is mentioned not only in national legislation, but also in international documents, for example, in the Universal Declaration of Human Rights (The Universal Declaration of Human Rights, adopted at the third session of the UN General Assembly by resolution 217 A (III) of December 10, 1948. / / https://base.garant.ru/10135532/), the provisions of the European Social Charter (European Social Charter ETS No. 163 of May 3, 1996 // https://base.garant.ru/2541037/).

According to the correct remark of Fomin A. A. and Novikova V. V., the direction of social state policy chosen in the early 90s is distinguished by a departure from generally recognized international legal principles and norms. Unfortunately, we note that, despite all the measures taken, Russian social standards still do not meet the world level (NOVIKOV, FOMIN, 2014).

To determine a decent standard of living, it is necessary to use a set of objective indicators and indicators. If the value of such indicators is low, then the citizen is recognized as poor (poor). This, in turn, entails the emergence of corresponding obligations for the State. The current legislation does not contain a clear definition of the category "decent life". Therefore, the main issue in the definition of poverty and its measurement is the development of appropriate social standards.

Ivanova R. I. describes two theories that explain poverty. According to the first theory, poverty is an absolute category. This approach is inherent in the poorest countries. When determining the level of poverty, they proceed from the constant amount of goods necessary to meet the basic physiological needs of a person. Such a volume of benefits may include basic necessities, the cheapest products and basic clothing items. According to the second theory, poverty is a relative category. A poor person is considered to be someone who does not reach the average standard of well-being in society in terms of income (IVANOVA, 2004).

According to some scientists, the second theory is more consistent. For example, D. E. Kozhevnikov writes that when determining a decent standard of living, material security should be at a loss not less than the minimum standard established for the region or the country as a whole (KOZHEVNIKOV, 2010).

Not so long ago, the European Committee on Social Rights formulated a theory of the maximum salary level that ensures a decent standard and quality of life. According to this theory, too low a salary is not able to provide a decent standard of living. The Committee carried out a calculation, the results of which showed that the salary should not be less than 68% of the national average. If the salary is less than this level, then the participating country does not fulfill its obligations to ensure a "decent standard of living" for citizens.

Accordingly, the concept of a salary level that ensures a decent standard of living, adopted by the Committee, is based not on the amount of income, but on the quality of their distribution. This concept considers that a person receiving an income close to the average level in the country is satisfied that his living standard does not differ much from the national average (SULEYMANOVA, 2016).
In our country, this level is set based on the subsistence minimum, which is based on the consumer basket. At the same time, the consumer basket itself is designed in such a way that only the most necessary needs are met.

It should be noted that the quality of a person’s life should be adequate to his social status. In Russian society, there is a widespread division of citizens by income level and by material condition.

We emphasize that the subsistence minimum is the only standard on the basis of which citizens (families) are classified as poor or low-income. The list of criteria for determining the status of low-income (low-income) citizens, the procedure for calculating the average family income and accounting for income are reflected in the following laws: Law No. 178-FZ (Federal Law No. 178-FZ of 17.07.1999 "On State Social Assistance" (with amendments and additions) // https://base.garant.ru/180687/), Law No. 134-FZ (Federal Law of 24.10.1997 No. 134-FZ "On the subsistence minimum in the Russian Federation" // https://base.garant.ru/172780/), Law No. 44-FZ of 05.04.2003 (Federal Law No. 44-FZ of 05.04.2003 "On the procedure for accounting for income and calculating the average per capita income of a family and the income of a Single Citizen for recognizing them as poor and providing them with state social assistance" (with amendments and additions) //https://base.garant.ru/185716/).

The fact that a person (family) is recognized as poor has a legal meaning that entails certain legal consequences. These consequences are expressed in the emergence, termination and change of subjective rights of citizens for reasons that do not depend on their will. The purpose of recognizing a person as poor is to receive social assistance and support from the state.

The reasons for low per capita income (below the subsistence minimum), which do not depend on the will of citizens, include: the death of the breadwinner; lack of labor income; inability to work due to the upbringing of young children; large families; man-made or natural disasters; disability; terrorist attack, armed conflict, etc. To recognize a person as poor, it is necessary to consider a number of criteria: family composition; average per capita income for each of the family members (including unemployed and minors); the total income of the family as a whole (salary, pensions, allowances, alimony, scholarships, etc.).

The family as a whole is recognized as poor (low-income). Here the question arises: who is part of the family? The answer to this question is given by the current legislation. A family is a group of persons who have kinship ties based on consanguinity or marriage. To recognize a group of persons as a family, it is necessary to clarify a number of circumstances: maintaining a common household, living together, registration (registration) at the same address.

The family may include parents, children (including foster and foster children), grandparents, as well as dependent persons. Calculating the income of a family to assign it the appropriate status is a rather complex procedure that requires taking into account a number of circumstances. At the same time, it is not always clear which income is subject to accounting. When determining the total income of a family for the purposes of recognizing it as poor, all income for the last three-month period is summed up. In addition to wages, other income is also considered: state, insurance, labor pensions; state social benefits; preferences from the state budget; scholarships; support that was provided in kind (converted into money); possible profit that can be obtained by selling the property of a family (citizen).

So, income is all the monetary (and sometimes not monetary) income of the family, documented. A tax must be paid to the state budget from these incomes. Accordingly, the sale of livestock and crop products to friends and neighbors is not counted as income, since there are no supporting documents in this case.

When recognizing a citizen (family) as poor, the greatest difficulties arise with determining income, since all receipts must have documentary evidence. If a citizen works legally (i.e. under an employment or civil contract) and receives a "white" salary, then there are no problems with determining income. It is enough to get a certificate in the accounting department on the form 2-personal income tax for the three months preceding the month in which the application is submitted.
There are no problems with determining income for those persons who study full-time and receive a scholarship, since you can get an appropriate certificate from an educational institution.

In addition to income (salaries, scholarships, pensions, etc.), property owned by family members is subject to accounting. Accordingly, in order to assign the appropriate status to a family, data on existing property must be provided: on vehicles; on residential real estate objects; on land plots; on corporate and common property; on bank account balances, etc. (Resolution of the Government of the Russian Federation of 20.08.2003 No. 512 "List of types of income considered when calculating the average per capita income of a family and the income of a single citizen for providing them with state social assistance (as amended on October 7, 2015)" // https://base.garant.ru/186248/)

The authorized bodies carry out a mandatory check of the availability of registered objects (movable and immovable) for each of the family members. Some citizens try to hide that they own any property. But it will not be possible to do this, since the social service employees send a request to the Federal Register for obtaining the necessary information.

If a woman who is divorced and independently raising a child (children) applies for the appropriate status, then she must submit a document confirming that she has not received alimony. In addition to salaries, pensions, scholarships, social benefits and other income, income may also include free meals for a child in a general education institution.

Carrying out the calculation of family income for assigning it the appropriate status does not present any special difficulties. The calculation is carried out as follows: summing up all documented income; dividing the amount received by 3 months; dividing the monthly income by all family members, including children and dependents. According to the results of the calculation, the average income per 1 family member is revealed. The final value is compared with the subsistence minimum set in the region.

If the amount of the average income for the 1st family member is less than the subsistence minimum, then the family has the right to receive the official status of "poor/low-income". The package of documents for assigning the status of "low-income/low-income" depends on many factors - the number of family members, health status, working capacity, age, the presence/absence of property, etc. Required documents:

- passport of the applicant and each adult family member;
- birth certificates of minor family members;
- information about the actual composition of the family;
- certificates of income (including payments and benefits received from the state);
- an extract issued by the relevant authority from the house book on the number of persons registered in the living area.

The authorities may supplement this list with other documents.

To obtain the status of "low-income/low-income", it is necessary to collect the following additional documents: a marriage or divorce certificate; a certificate from a preschool institution or school about the benefits that were provided to children in the last three months; a certificate of the absence of income in the form of child support; a copy (necessarily certified) of the work book (for pensioners); an income declaration (for individual entrepreneurs); a bank account statement (when receiving payments or benefits from the state). The package of documents that must necessarily be attached to the application for recognition as poor includes documents for real estate objects and other property belonging to the applicant (for example, an extract from the Rosreestr, a certificate from the BTI, an extract from the EGRN, a certificate of ownership, etc.). In some cases, the social protection authority may request additional documents. The procedure for assigning a person the status of a poor person involves such actions:

- submission of an application to the social protection authorities;
- submission of a package of documents;
• consideration of the application and documents;
• making a decision;
• if a positive decision is made, information about a poor citizen is entered into the appropriate database;
• notification of the applicant about the decision taken.

Not so long ago, it was possible to submit an application and documents only through a personal visit to the social protection authorities. Recently, two more opportunities have been added - submitting applications and documents through the MFC or the Public Services service. There are various grounds on which the authorized bodies may refuse to assign a citizen (family) the status of low-income/poor. These are the following grounds: making an application with errors; lack of all necessary documentation; concealment of property or additional sources of income; providing false or incorrect information. When implementing the appropriate procedure for recognizing a person (family) as poor, he will be assigned the appropriate status. This will allow you to receive the measures of social support and assistance provided by the law from the state.

International law contains many provisions aimed at protecting citizens. Special protection should be provided to poor (low-income) people. The right to social support and assistance is closely linked to the right to life, health and social security. This right is assigned an independent meaning among the entire set of individual rights. Next, we will analyze the fundamental acts of the international level in this area.

The Universal Declaration of Human Rights of 1948 (article 25) stipulates that everyone has the right to a quality and standard of living that is necessary for maintaining human well-being and health (THE UNIVERSAL DECLARATION OF HUMAN RIGHTS, 1948). The concept of "quality and standard of living" covers the sufficient availability of high-quality food, housing, basic necessities, clothing, shoes; social services; medical care. Ensuring the quality and standard of living is the right granted to every citizen to ensure in case of temporary or permanent disability and a source of income.

The International Covenant on Economic, Social and Cultural Rights of 1966 (article 11) enshrines the right of everyone to an adequate quality and standard of living (improvement of living conditions; adequate and high-quality food; housing; clothing; shoes; basic necessities) (INTERNATIONAL COVENANT ON ECONOMIC, 1966).

The Declaration of 1969 on Social Progress and Development (article 5) states that social development and progress should be focused on improving the spiritual and material standard of living of all citizens, while respecting and realizing the rights and fundamental freedoms of citizens by achieving the following key goals: combating poverty; combating malnutrition and hunger; ensuring the guarantee of the right to quality and adequate food; ensuring an increase in the level and quality of life; ensuring an even and fair distribution of income (DECLARATION OF SOCIAL PROGRESS AND DEVELOPMENT, 1969).

ILO acts play a special role in the field of social protection of low-income citizens and families. These include:

1. Declaration of 1944 “On the goals and objectives of the ILO” (DECLARATION OF THE INTERNATIONAL LABOUR ORGANIZATION, 1944). The main theses of this document are:
   • poverty and poverty are a serious threat to the well-being of society (Article 1);
   • everyone, regardless of gender, faith and race, has the right to realize spiritual development and material well-being in conditions of equal opportunities, economic stability, dignity and freedom (article 2);
   • in order to ensure a basic income for all persons who need social support and protection, measures should be taken to expand social security (article 3).

2. ILO Convention No. 117 of 1962 “On the basic goals and norms of social policy” (International Labour Organization Convention No. 117, 1962). This convention enshrines the
principle of a socially oriented State policy. In accordance with this principle, any policy should be focused on the development of citizens and the achievement of the general welfare of society. In addition, the State policy in the social sphere should encourage citizens’ desire for social development and progress. To improve the situation in this area, it is necessary to take appropriate measures at the national, regional and international levels to promote progress in such socially significant areas: education; food security; housing construction; health care; social security; child care (article 1). When planning economic and social development, the main goal is to improve the level and quality of life of citizens. When setting a living wage, it is necessary to take into account the basic needs of working families (education, medical care, clothing and footwear, basic necessities, housing, food and their nutritional value).

3. Recommendation No. 67 of 1944 "On income security" (RECOMMENDATION OF THE INTERNATIONAL LABOR ORGANIZATION, 1944 No.). The provision of important needs that are not covered by the mandatory social insurance system should be carried out at the expense of social assistance. This document also states that certain categories of persons are entitled to receive benefits in an acceptable amount according to the established scale. These categories include the disabled; widows; elderly citizens; dependent children.

Such international legal acts have a special significance in the social sphere:

- The European Code of 1964 on Social Security (European Social Security Code ETS No. 048 of 16.04.1964 // https://base.garant.ru/4089735/). This document defines the minimum level of social protection in connection with temporary or permanent disability (illness, disability, old age, pregnancy and childbirth, occupational disease, occupational injury, loss of a breadwinner, etc.).

- The CIS Convention of 1995 "On Human Rights and Fundamental Freedoms" (THE COMMONWEALTH OF INDEPENDENT STATES CONVENTION, 1995). Article 16 of this document stipulates that in order to ensure the effective realization of the right to medical and social assistance, the participating countries must provide all citizens who do not have sufficient resources and are unable to obtain them with social benefits and the necessary assistance. In the event of illness, disability or injury, the State must provide its citizens with appropriate care.

- The European Social Charter of 1996 (THE EUROPEAN SOCIAL CHARTER, 1996). Article 13 of this document stipulates the guarantee of providing social support and assistance to all citizens who do not have sources of livelihood and are not able to provide themselves independently. Article 30 of the Charter proclaims the right of the individual to protect citizens from social exclusion and poverty (poverty).

- The concept of 31.05.2007 on the formation of the legal foundations and mechanisms for the implementation of the social state in the CIS (the document was adopted at the 28th plenary session of the Interparliamentary Assembly of the CIS countries) (The concept of the formation of the legal foundations and mechanisms for the implementation of the social state in the CIS countries of 31.05.2007 // http://docs.cntd.ru/document/902071504). Paragraph 2.2 of the Concept provides for the establishment of the minimum wage at a level not lower than the subsistence minimum.

Based on the above, we note that certain ideas about social assistance to low-income citizens have been formed at the international level. In addition, international law provides a number of minimum guarantees for poor people. The document identifies the most pressing problems, establishes good goals and objectives.

At the same time, specific regulatory documents regulating various types and directions of assistance to the poor are being developed by States taking into account the level of legal, economic and social development. In this regard, within the framework of this study, it is advisable to consider the current legislation of the Russian Federation, which regulates the general provisions in the field of social protection of low-income citizens and families.

The basics of social protection of the poor, enshrined in the Constitution of the Russian Federation, are detailed and clarified by a whole set of regulatory legal acts of federal significance. A special role among such documents is played by Law No. 178-FZ of 17.07.1999.
"On State Social Assistance" (Federal Law No. 178-FZ of 17.07.1999 "On State Social Assistance" / / https://base.garant.ru/180687/). The provisions and norms of this document define social assistance as aiding low-income families and citizens, as well as to other categories of persons listed in the Law. The assistance provided includes:

- the appointment and provision of social monetary benefits;
- assignment of subsidies;
- assignment of social surcharges to pensions;
- provision of vital goods;
- provision of social services.

Article 3 of the above-mentioned Law establishes a list of the goals of social state assistance:

- targeted use of state budget funds;
- maintaining the living standards of low-income citizens and families;
- increasing the level of income of citizens;
- elimination of social inequality;
- strengthening the targeting of support;
- ensuring the conditions necessary to ensure the quality and accessibility of social services provided.

As a legal basis for assigning the status of "low-income" to Russian citizens are: Law No. 134-FZ of 24.10.1997 (Federal Law No. 134-FZ of 24.10.1997 "On the subsistence minimum in the Russian Federation" // https://base.garant.ru/172780/); Law No. 44-FZ of 05.04.2003 (Federal Law No. 44-FZ of 05.04.2003 "On the procedure for accounting for income and calculating the average per capita income of a family and the income of a Single Citizen for recognizing them as poor and providing them with state social assistance" (with amendments and additions) https://base.garant.ru/185716/).

The legislator decided to move away from passive assistance to low-income families in the form of social benefits. Currently, greater priority is given to such forms of support, in which families are assisted in increasing labor incomes, getting out of poverty, and activating their labor potential. The provisions regulating active social policy are fixed in the Order of the Ministry of Health No. 399 of 31.05.2010 (Order of the Ministry of Health and Social Development of the Russian Federation of 31.05.2010 No. 399 "On conducting an experiment in a number of subjects of the Russian Federation on providing state social assistance to low-income families and low-income citizens living alone on the basis of a social contract" https://www.garant.ru/products/ipo/prime/doc/98965/).

Currently, the most developed direction is state assistance to families with children. The system of social benefits for this category of citizens is fixed in Law No. 81-FZ of 19.05.1995 "On state benefits for citizens with children" (Federal Law No. 81-FZ of 19.05.1995 "On State benefits for citizens with children" / / https://base.garant.ru/10101162/). Starting from 01.01.2018, the Unified State Examination of Social Security was introduced in Russia (Decree of the Government of the Russian Federation of 14.02.2017 No. 181 "On the Unified State Information System of social security" // https://base.garant.ru/71612664/). In order to implement the provisions of the current legislation, various ministries and departments have adopted several orders. The following have the greatest significance: Order of the Ministry of Labor of the Russian Federation No. 542n of 30.06.2017 (Order of the Ministry of Labor of the Russian Federation: of 30.06.2017 No. 542n "On approval of the Procedure for forming the classifier of social protection (support) measures, its updating and use by participants of information interaction when placing information in the Unified State Information System of social Security" // https://base.garant.ru/71743570/) and Order of the Ministry of Communications of the Russian Federation No. 126 of 21.03.2017 (Order of the Ministry of Communications of the Russian Federation of 21.03.2017 No. 126 "On approval of the
procedure for providing infrastructure that ensures the functioning of the unified state information system of social security”).

In accordance with the content of Article 24.1. of Law No. 5-FZ, information on the provision of social assistance and support measures must necessarily be posted in the EGSSO. The procedure for obtaining and posting information in the EGSSO is regulated by the provisions set out in Law No. 178-FZ. The EGSSO information system can process information stored in the municipal, regional and federal registers (DIANA, SHAIKHATDINOV, 2019).

Regional legislation is of great importance at the present stage. Federal legislation establishes a list of measures of social protection of citizens aimed at reducing part of the costs of paying for utilities and housing, and regional legislation details it. It also establishes measures to provide social support to persons and families recognized as poor (low-income).

In conclusion, we note that the development and improvement of the current legislation in the field of social protection of low-income persons should take place in accordance with the norms and standards of the international level. Please note that in the last few years, serious changes have taken place at the regional and federal levels in the legal regulation of issues related to the provision of social support and assistance to persons and families recognized as poor/low-income. In the current conditions of economic and social development, it is impossible to fully implement the above goals. To do this, it is necessary to change the current legislation and transform the social sphere.

DISCUSSION

The social policy of the state covers a system of measures to ensure social justice, maintain normal living conditions and activities of citizens. This system of measures is primarily aimed at social support and protection of citizens. The effectiveness of the state social policy is the most important indicator reflecting the standard of living of Russian citizens.

The fundamental tasks of social development are determined by the key directions of state policy in the social sphere, the implementation of which contributes to the formation of the main components of the social state in the Russian Federation.

The list of targets of the state policy in the social sphere is fixed in the Concept of long-term socio-economic development of the Russian Federation until 2020, approved in 2008 (Decree of the Government of the Russian Federation of 17.11.2008 No. 1662-p (ed. of 28.09.2018) “On the Concept of long-term socio-economic development of the Russian Federation for the period up to 2020” http://www.consultant.ru/document/cons_doc_LAW_82134/). Let’s consider the main targets:

1. Increase in the number of children with disabilities receiving rehabilitation assistance in specialized institutions.
2. Strengthening targeted assistance in the implementation of social assistance of regional and federal significance.
3. Improving the effectiveness of social support provided by the state through the development of the system of child benefits, as well as by expanding additional measures to support families raising minor children.
4. Reducing the level of differentiation of citizens based on their income into poor and rich, as well as reducing the overall level of poverty and increasing the number of the middle class of the population by the beginning of 2020. This indicator should be more than 50% of Russian citizens. The direction under consideration covers a whole set of measures, namely:
   - increasing the size of labor pensions;
   - increase in the minimum wage and salaries of employees of budgetary institutions.
   - The key directions of the current social policy of the state cover:
     - changing the role of the state in the field of social assistance and support;
     - improving the effectiveness of social support for the poor;
• reducing the level of poverty and the social gap between the richest and the poorest.

The achievement of the above goals will contribute to ensuring maximum protection of the least protected citizens who have no real opportunity to solve material and social problems independently.

One of the priority tasks of the State is the fight against poverty and poverty. To date, it has been possible to reduce the level of poverty by almost 2/3. Nevertheless, the events that have taken place in recent years have led to stagnation of the population's income, and the situation has worsened again. Currently, more than 19.2 million people are below the poverty line. By 2020, it is planned to reduce this figure by 2 million people, and by 2024-by 10 million people. (Russia has taken a serious step to combat poverty from 16.01.2020 // https://finance.rambler.ru/economics/43507378-rossiya-sdelala-sereznyy-shag-dlya-borby-s-bednostyu/?updated). In order to achieve the above goals, public policy should be carried out in several directions:

1. The first direction is the provision of social benefits for low-income families raising children under the age of seven.

2. The second direction is to overcome the demographic decline by increasing the size of the maternal (family) capital and extending it to the 1st child.

3. The third direction is a gradual increase in the minimum wage to the level of the subsistence minimum established in the country.

According to the estimates of the Ministry of Economic Development of the Russian Federation, it is necessary to allocate at least 300 billion rubles for the implementation of the above-mentioned initiatives this year, and from 2022-more than 600 billion rubles annually. The proposed measures will be a serious tool in the fight against poverty.

It is advisable to consider the above measures in more detail.

The President of the Russian Federation adopted Decree No. 199 of 20.03.2020, which established a new type of allowance for families raising children aged 3 to seven years (Decree of the President of the Russian Federation No. 199 of 20.03.2020). Families whose income is less than the subsistence minimum established in the region of residence have the right to receive a monthly payment from the state. For example, in the capital, this indicator is 17,329 rubles per person, in Rostov-on-Don-10,351 rubles, and in St. Petersburg-11,363 rubles.

If a poor family brings up not one child, but two or three or more, then the allowance is paid for everyone. Those families that fall under the conditions of providing social assistance are entitled to receive state benefits in the amount of half of the subsistence minimum established in the region. In the country as a whole, the amount of the allowance is 5.5 thousand rubles. Next year, the amount of social benefits will be increased to one subsistence minimum.

Citizens can apply to the authorized bodies with an application for the appointment of a child benefit from 01.07.2020. At the same time, the amount of the allowance will be calculated from 01.01.2020. Therefore, families with children who have been assigned the status of poor will be able to receive benefits for all the past months (if the child turned 3 at the beginning of the year). In order to start receiving benefits, a citizen must submit an application and attach the appropriate documents to it. You can submit an application by personally contacting the authorized bodies and through the Public Services portal.

This list of benefits is not exhaustive. At the federal level, the following types of monthly benefits are established:

- for children under 1.5 years of age, the right to receive them is granted to: a parent/guardian/relative who has no income and takes care of a child. The amount of this benefit is from 7 082.85 rubles to 29 600.48 rubles;

- for the first and second child aged from 0 to 3 years, the size of which is equal to the subsistence minimum in the region of residence, provided that the average per capita income does not exceed 2 subsistence minimums;
for children under 18 years of age to mothers raising children independently. The amount of this benefit is approximately 500 rubles. The amount also depends on the subsistence minimum.

In addition, a new type of benefit has been introduced for single parents whose children have reached the age of 8 to 17 years. The amount of this benefit is half of the subsistence minimum for a child in the region where the application is submitted. The average per capita income of the applicant’s family members does not exceed one regional subsistence minimum per capita. To receive these types of benefits, it is necessary to obtain the status of a low-income family. The main goal of the considered support measures is to provide children with the necessary means for full-fledged development and upbringing.

According to the provisions stipulated in Resolution No. 187 of 22.02.2018 the country has a program for the construction of nurseries for children aged 1.5 years and older. In particular, it is planned to create additional places in kindergartens (nursery groups and nurseries). By the beginning of 2021, it is planned to achieve 100% availability of places in preschool institutions for children aged 2 months to 3 years. Thanks to this measure, single mothers will be able to get a job and get out of the category of low-income. Another effective measure is a gradual increase in the minimum wage to the level of the subsistence minimum. There are several stages of increasing the minimum wage:

- from 01.01.2018 - up to 9,489 rubles (85% of the subsistence minimum for able-bodied citizens);
- from 01.01.2020 - up to 12,130 rubles (850 rubles more than in 2019) (Federal Law No. 463-FZ of 27.12.2019 "On Amendments to Article 1 of the Federal Law "On the minimum Wage " / / https://www.garant.ru/hotlaw/federal/1312167/).

The size of the minimum wage has a huge value. It is necessary for the settlement of wages, as well as for determining the amount of temporary disability benefits. The minimum wage also has an important value for the mandatory social insurance system as a whole.

Despite the established lower limit of the minimum wage, established on 01.01.2020, the increase in the minimum wage in the regions occurs in different ways. When calculating, the specific features of a particular region are subject to accounting, namely: the danger of work; the established regional coefficient; the size of the minimum subsistence level.

Law No. 35-FZ of 01.03.2020 (Federal Law No. 35-FZ of 01.03.2020 "On Amendments to Certain Legislative Acts of the Russian Federation on Issues Related to the Disposal of Funds of maternal (family) capital" / / http://www.consultant.ru/document/cons_doc_LAW_346665/) contains a list of measures to expand the program of maternal (family) capital. So, for example, starting from 01.01.2020, the right to maternal (family) capital will be granted to families whose first child was born. Families who have the right to receive family capital for the adoption or birth of a second child before 31.12.2019 are also entitled to receive a certificate. The maternity capital for the first child is 483 thousand rubles. For the second child born on January 1, 2020 – 639 thousand rubles.

The same maternal (family) capital is allocated to those families who have a third child and subsequent children, but only on the condition that this right was not realized earlier. The above provisions came into force at the moment when the Law was officially published.

A certain part of the family capital (no more than half) can now be used to build a house on a plot of land intended for gardening. The funds of the family capital can be issued as compensation for construction costs (SAMTYNOVA, 2020). Previously, the family capital could only be used for the construction of a residential building on a plot of land intended for residential housing.

Adjustment of the period during which the pension fund authorities must make a decision on issuing a certificate for obtaining family capital (or on refusing to issue such a decision). Now this period is five days, and not 15 as it was earlier.

The application for the disposal of family capital funds must be considered within ten days (working days), and not within a calendar month, as it was earlier. The Law contains provisions related to the organization of electronic interaction between departments when applying for a
certificate for family capital. The program of maternal (family) capital has been extended until 31.12.2026.

At the same time, the development of the system of social contracts introduced by Law No. 258-FZ of 25.12.2012 continues in Russia (Federal Law No. 258-FZ of 25.12.2012). The purpose of the introduction of this system is to bring the state’s social policy as close as possible to the citizens who receive social assistance, as well as to support low-income people with labor potential.

State aid with the use of social contracts assumes the types of targeted social assistance to low-income citizens. The purpose of such assistance is to encourage citizens to find a way out of the current difficult life situation, as well as to increase their social status and economic activity (ANTIPOVA, DUBOVSKAYA, 2016).

Currently, the practice of using social contracts is being improved and modernized in the Russian regions. All the existing variety of types of social contracts can be classified for a number of reasons. Based on the form of provision, the type of assistance in question is provided through cash payments (monthly or one-time) or in kind and in the form of social services.

The studied construction assumes the urgent nature of the social contract. Therefore, some regional regulations establish certain restrictions on the period or frequency of receiving targeted social support. For example, in some areas such support is provided on a one-time basis, in others-periodically (once a year or once every five years). It is worth paying attention to the correlation between the amount of social support and state assistance and the time limits set for repeated participation in this program.

The highest indicators of the maximum amount of one-time cash payments are established by the laws of the Kamchatka Territory - up to 70 subsistence minimums; in the Lipetsk Region-up to 250 thousand rubles; in the Tver Region - up to 150 thousand rubles (PUZYREVA, 2018). In each of these regions, one-time cash payments can be provided to citizens only once.

Another reason for distinguishing between different types of social contracts is the nature of the activities provided for by the social adaptation program. The first group includes social contracts that are aimed at improving the property status of a low-income family. This includes contracts for the purchase of equipment and tools; contracts for the direction of money for the management of private farms, etc. The second group is social contracts aimed at implementing measures that promote the realization of the labor potential of a poor citizen and his professional reintegration (for example, involvement in public works, registration in an employment center, vocational training, etc.).

We should also mention the provision of initial capital for starting a business or organizing self-employment for a low-income family. This measure can be considered as a real alternative to the programs of providing monetary assistance for starting a business established by regional programs. Among the measures of responsibility, regional legislation includes:

- unilateral termination of the social contract;
- deprivation of the applicant’s right to participate in the program (permanently or for a certain period);
- suspension of the social contract.

The grounds for termination of the social contract unilaterally with further recovery of the amount paid are the guilty actions of the recipient entity, expressed in non-fulfillment of procedural or actual duties. In accordance with the current regulations, illegal receipt of money involves the submission by the applicant of false documents and data that affect the conditions and grounds for receiving social targeted assistance. Incomplete or untimely execution of certain measures, as well as inappropriate spending of money, may also serve as a basis for imposing on the recipient entity the obligation to return previously received funds.

A legal mechanism for ensuring the fulfillment of obligations established by the social contract is really necessary. However, the implementation of such a mechanism in practice raises great
doubts, since the unprotected category of the population acts as a responsible subject in this case. Too severe sanctions can aggravate the property situation of citizens who are entitled to receive social assistance. Children will be the first to suffer from this. In addition, when collecting the state social support provided, the feasibility of the court decision remains a big question.

In this regard, the regulation of the provisions that relate to the enforcement of measures provided for by the social contract needs to be reflected in detail and unified in the federal law. In our opinion, these measures of social support and social protection are clearly insufficient to improve the level, quality and accessibility of social security for low-income citizens and families. In this regard, it is proposed to establish at the federal level a number of additional legal and organizational measures of social support and protection of the poor (BORSCHCHEVA, ILCHENKO, 2018).

CONCLUSIONS

Based on the conducted research, the authors made a number of significant conclusions.

First, the definition of the concept of “poor” is formulated. A citizen who, for reasons and circumstances that do not depend on his will, has an average income less than the established subsistence minimum is recognized as poor. We are talking about a special state of material (property) insecurity of citizens, when the income received does not cover all the needs and does not allow maintaining the consumption necessary for a full life and activity. Accordingly, low income (poverty, poverty) is one of the serious factors of social risk.

Secondly, the position is argued that the problem of poverty (low-income) is one of the most acute at the present stage of Russia’s economic development. This is also confirmed by statistical data. This makes it necessary to improve the current legal regulation. To do this, it is necessary to create conditions that promote employment of citizens and increase wages. And only after that, social security funds should be used. The poverty of the population leads to other related problems, in particular, the scale and level of poverty have a serious impact on the effective demand of the population, thereby reducing the capacity of the domestic market, since the poor population will show less demand for services and goods. At the same time, due to the narrowing of the domestic market, due to the increase in the level of poverty, public wealth is reduced. This triggers a chain reaction, intensifying the process of impoverishment of the people.

Thirdly, there is a reasonable opinion that it is necessary to use a set of objective indicators and indicators to determine a decent standard of living. If the value of such indicators is low, then the citizen is recognized as poor (poor). The fact that a person (family) is recognized as poor has a legal meaning that entails certain legal consequences. These consequences are expressed in the emergence, termination and change of subjective rights of citizens for reasons that do not depend on their will. The purpose of recognizing a person as poor is to receive social assistance and support from the state.

Fourth, the content of the main documents regulating the sphere of social security of low-income citizens and families is analyzed; the importance that they have in modern conditions is revealed.

Based on the results of the analysis of the provisions of international documents and the norms of the national legislation of Russia, it was concluded that it is necessary to further improve the current legislation in this area.

- To provide differentiated and targeted assistance to low-income citizens, it is necessary to integrate databases of tax authorities and social services. This will reduce the time for receiving responses to requests from social services to the tax authorities. If necessary, social services can obtain information about the income of a citizen and his family members for the last 12 months.

- In addition to the maternal (family) capital, it is advisable to exempt the low-income from the obligation to pay personal income tax. Such a measure will contribute to the recovery of consumer demand.

- It is proposed to expand the existing system of social benefits for minors from low-income families.
- It is advisable to introduce into practice a system of a single minimum social standard for all branches of the social sphere and social parameters. This measure will contribute to the maximum activation of the social resources of the regions, as well as to prevent too large a gap in the quality and standard of living of citizens in different municipalities and regions.

- Another measure is to establish a universal social benefit for low-income people. Financial assistance should be provided regardless of whether there are children in the family or not. The main condition for providing such assistance is an income less than the established subsistence level.

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Modern social policy of the Russian Federation in relation to low-income citizens and families

Política social moderna da Federação Russa em relação a cidadãos e famílias de baixa renda

Politica social moderna de la Federación de Rusia en relación con los ciudadanos y las familias de bajos ingresos

Resumo

Neste artigo, os autores realizaram um estudo abrangente das principais direções da política social moderna da Federação Russa em relação aos cidadãos de baixa renda que vivem sozinhos e famílias de baixa renda. Ou seja, com base na análise de fontes doutrinárias, nas disposições dos atos internacionais e nas normas da legislação russa vigente: formulamos a definição do conceito de "pobre"; justificou-se a opinião de que é necessário utilizar um conjunto de indicadores e indicadores objetivos para determinar um padrão de vida decente. Os problemas identificados e o sistema de visões científicas proposto ampliam significativamente os ensinamentos teóricos previamente obtidos sobre os tipos e formas de apoio social estatal e proteção de famílias de baixa renda e cidadãos de baixa renda que vivem sozinhos, considerando as realidades da política moderna e tendências no desenvolvimento da Federação Russa.

Keywords: Low income. Social protection. Russian legislation. Citizen. Family.

Palavras-chave: Baixa renda. Proteção social. Legislação russa. Cidadão. Família.

Abstract

In this article, the authors conducted a comprehensive study of the main directions of the modern social policy of the Russian Federation in relation to low-income citizens living alone and low-income families. Namely, based on the analysis of doctrinal sources, the provisions of international acts and the norms of the current Russian legislation: we formulated the definition of the concept of "poor"; justified the opinion that it is necessary to use a set of objective indicators and indicators to determine a decent standard of living. The identified problems and the proposed system of scientific views significantly expand the previously obtained theoretical teachings on the types and forms of state social support and protection of low-income families and low-income citizens living alone, considering the realities of modern politics and trends in the development of the Russian Federation.

Keywords: Low income. Social protection. Russian legislation. Citizen. Family.

Palabras clave: Bajos ingresos. Protección social. Legislación rusa. Ciudadano. Familia.