

ORGANIZATIONAL MECHANISM OF STATE MANAGEMENT OF SOCIAL SERVICES IN TERRITORIAL COMMUNITIES

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Abstract: In a welfare state, an important role is played by the activities of municipalities in the provision of services in the field of social services. At the same time, the system of social services is partially or completely based on local structures, various models of organization of which have received practical implementation. Such models are based on various approaches determined by the features of the social support system inherent in a given country, the system of municipal government, and the territorial organization of the state. In recent years, in economically developed countries, the so-called transformational approach has been formed, which implies social work in the local community, that contributes to the empowerment of citizens with greater powers and the possibility of real influence, development and liberalization. Since this term is applied to most countries that are developing a model of the welfare state, it can be used both in theoretical developments and in the practice of social work in the community. It emphasizes the importance of democratic methods and tasks in the development of the local community, as well as the forms and methods of social work itself.

Keywords: Communities, Management, Social services, Welfare.

1 Introduction

The vital activity of local communities largely depends on how competently social services are organized, the strategic tasks of municipal policy in the socio-economic sphere are defined, how rationally resources are used to solve the tasks set, and how consistent the planned activities are. It is also closely related to the social and political processes taking place in the territory, ensuring the balance of territorial development and the fundamental factor that forms the target behavioral attitudes of territorial (local) communities, their quality of life.

The quality of life is not a static, but a dynamic, constantly developing social phenomenon, which is caused by a variety of socio-economic, socio-cultural, and socio-psychological parameters that change in time and space, since any life activity of local communities ensures the emergence of ever new needs [2].

In particular, the category of the quality of life of the local community and its members from the point of view of social management of the municipal territory is a complex integral indicator that combines many factors and indicators and directly determines the level of satisfaction of the diverse and dynamically changing needs of both individuals and the local community as a whole. Speaking in terms of synergetics, the quality of life, or rather its required state, is an attractor that the local community and local governments strive for [3-6]. The community acts as an interested party in terms of obtaining certain benefits, meeting needs, striving for a more perfect or updated state of one's own life; it concerns municipal authorities in terms of effective performance of social management functions based on maintaining healthy intersystem competition [10]. Therefore, the attractor in the territorial (municipal) system is defined as the goal of its evolutionary development and improvement of the local community as a whole.

The contradictory nature of the globalization of the modern world, on the one hand, requires attention to analogies in the policies and practices of individual states, to the activities of supranational institutions that formulate global norms in the field

of human rights, standards for labor markets, working conditions and life. On the other hand, the importance of local practices and contradictions between individual social groups, which are formed, among other things, under the influence of social policy measures, are growing, and namely social services at the level of local communities and territorial communities play the most important role [44].

2 Materials and Methods

The theoretical and methodological foundations of the research were the conceptual provisions and key concepts of the developments of scientists relating to the sociological analysis of the resources of local communities and ways to manage them. The study used the basic provisions of sociology in general, sociology of the social sphere, sociology of management, sociology of organizations, a set of methods of social management, socio-philosophical, general scientific and special methods of cognition of social, political, economic phenomena and processes.

The theoretical and practical significance of the study lies in the possibility of using a holistic sociological analysis of the management resource in terms of its impact on the pace of socio-economic development of local communities in terms of social services. In the course of the study, sociological methods confirmed the particular importance of management in the implementation of all resources of local communities, primarily socio-economic ones.

3 Results and Discussion

Over the past decade, the system of social services has undergone significant changes. Initially, the system was built on the basis of strong, but territorially isolated municipalities. The main goal of reforming the system in the last decade was primarily to build a grassroots model of the social service system. The second goal of the reform was to achieve budget savings due to the economies of scale of the system.

At the same time, neo-managementalism has reduced the privileges of professional autonomy, demanded greater accountability from social service providers, expanded the choice of service users, and increased the value of professionalization and skill standards among workers. Although professionalization traditionally involves a gap between professional experts and clients, in the 1980s this concept was revised and began to focus more on activating the resources of local communities, as well as on the participation of consumers of services in assessing their quality [8]. In social work, there has been a transition from a paternalistic to a partner model.

These changes, in particular, are expressed in the replacement of the term "client" with the concepts of "service user", "service consumer", "participant", "member of the support group". It is noted that such transformations at the same time led to the strengthening of formalized methods of control over practices that previously implied carrying out their activities with a greater degree of autonomy [1].

In accordance with the new ideology, for example, in the UK, a scheme of direct payments for community support services was introduced – a system in which the client can choose and control the progress of the provision of certain services to him, and the content of their is chosen independently together with social services within the framework stipulated by law [45, 46]. However, despite the neoliberal emphasis on independence, the use of approaches such as "care management" (care management) in medical and social services leads to the fact that the individuality of adult clients, especially those with disabilities, is blurred, infantilized through the controlling discourses of professional and informal care [31]. There is encouragement of entrepreneurial spirit and associated neo-

management flexibility, equity and fairness [34]. On the negative side, there were disappointed expectations for additional resources and services needed for individuals, families, groups, or communities in particular need.

One can talk about a trend towards the formation of more stringent administrative systems for managing social policy and social work in particular. This process of transformation is global in nature, and we observe its features not only in such national contexts as in the UK and the USA, where the political positions of neoconservatives advocating a reduction in social policy spending have strengthened. Changes are noticeable everywhere in Europe and in the post-Soviet countries, although the contexts are different [13, 14, 16, 19]. In the post-Soviet countries, the rationalization of social support takes place in the context of a deep economic crisis and budgetary constraints, a weak and unclear professional ethos, while in developing countries, after economic upheavals, "in an environment of an unstable balance between private oligarchs, regional leaders and the central government, relying on the forces security" [43]. This increases the risks of exclusion and deprivation of socially weak groups, and narrows the field of activity of social services.

In our opinion, in the near future we can expect the emergence of new national state standards for social work with an updated list of requirements and specialization of workers, a "municipal social worker", a "social animator" and a "social manager" should appear. Inevitably, this will require a lot of work related to the transition to social management in the practice of specialists, as a special type of social management in a market economy to improve the effectiveness of social work.

According to the updated legislative framework, the powers of local self-government bodies have expanded. This affected the organization and implementation of activities to work with children and youth, and temporary employment of minors and public works for local residents who have difficulty finding work [28].

Under these conditions, local authorities understand increasingly more clearly the need to apply new types and forms of social policy at the place of residence. Without denying the importance of the social protection system in general and state and municipal social services in supporting socially vulnerable segments of the population in particular, we undertake to assert that the importance of citizens' organizations at the place of residence can hardly be overestimated, since these are additional social opportunities for mitigating tension in society and a quality growth factor life.

In the community-based model, social services are provided at the municipal level (the first level), which has led to its widespread use in countries where there is a developed system of local self-government [21-27]. Social services at the local level include basic social welfare services (e.g., social services at home, social meals). In this model, the role of regional governments is of an auxiliary nature and is limited, in particular, to the provision of social services that cannot be provided at the local community level (including some specialized services provided in social and medical institutions).

Despite the fact that in this model the provision of social services is primarily carried out at the municipal level (the first level), two subtypes of this model can be distinguished depending on the territorial and municipal system of organization of power in the countries under consideration.

3.1 Large Municipalities with a Wide Range of Responsibilities for the Provision of Social Services (Scandinavian Model)

The Scandinavian countries provide an example of a community-driven model. In Sweden, the Social Welfare Act (SFS 2001: 453) has made it clear that it is the municipalities, or first-level authorities, that are responsible for the provision of social services [41]. In Finland, a model similar to the Swedish one has been implemented. Denmark and Norway have mixed

systems, since local communities (municipalities of the first level) are responsible for the provision of basic social services and most of the services provided in social institutions, while regional authorities (second level) also have certain powers in this area, as they provide services in the field of social protection of children, as well as in the field of solving social problems of alcoholism and drug addiction.

3.2 Social Welfare Model Focused on the Provision of Social Services at the Local Level with Additional Responsibilities of the Authorities at the Regional Level and Inter-Municipal Interaction

Most European countries adhere to this model because it is suitable for use in countries with different municipal and social structures. In such states – taking into account the fact that they mainly operate the Bismarck model of the welfare state (continental model) – social services provided at the local municipal level are implemented on a need basis, that is, depending on the financial situation of the addressee, and play additional role.

Countries with a Romanesque system of local government organization, such as Italy and Belgium, can also be attributed to this model. In Italy, municipalities at the level of settlements (communes) are primarily responsible for the provision of social services, including care for the elderly, protection of children and young people, and assistance to people with disabilities. Regional municipalities (regions), for their part, coordinate and regulate the provision of such services [29, 30]. Due to the wide range of municipal tasks in Italian public law, instruments have been provided by law to deal with problems related to the economies of scale of the system. Such an instrument is inter-municipal associations, the creation of which in some cases is a mandatory requirement. The development of this area in the system of social services was intensified as a result of the legge Delrio reform (2014), which encouraged the creation of inter-municipal associations in order to provide various social services [18].

In Belgium, the provision of social services is primarily the responsibility of local authorities. Municipal social services are organized by public welfare centers (openbare centra voor maatschappelijk welzijn, centres publics d'aide sociale) regardless of the region to which the municipalities belong. These centers are professionally independent of the municipal government, but their budgets are approved by the local councils [42]. Although the number of municipalities (gemeente, commune) was substantially reduced in Belgium during the 1970s, inter-municipal associations were established under Belgian administrative law in order to equalize the settlement size disparity. Areas in Belgium that can be considered as subjects of a federal state are responsible for the provision of expensive social services [35].

In Slovakia, local municipalities are responsible for providing basic social services outside social institutions, while regional municipalities, districts (kraj), are responsible for social services provided in social institutions and child protection services. The Czech Republic follows a similar model.

The practice of the last decade shows that today a single municipal social service cannot effectively solve the problems of clients, since almost always these are complex problems that take specialists beyond the scope of instructions and standards [31]. In addition, there is still no body at any level of executive power that coordinates the actions of various institutional and non-institutional entities that would act together to achieve the designated goals within the framework of solving a particular social problem.

In social work in the local community, the most important thing is that namely here one can create such a favorable social environment in which it is much easier for a passive individual to overcome apathy and join the space of neighborly interaction, in practice embodying the formula "from dependence to active participation" [20]. In the process of reform, this will mean a

paradigm shift in society's attitude towards socially weak groups and strata, a transition from a humiliating existence on benefits to a dignified and equal interaction.

In addition to legal rights and solidarity, another basic principle operates in social security – the principle of subsidiarity. It is the principle that problem solving should be done locally first.

It is interesting to note that the technology of local community funds (LCF) is an alternative mechanism for improving the effectiveness of state and municipal management of the social sphere. Through the involvement of donor groups and the population, the LCF develops forms of social activity and civic participation, and the processes of institutionalization of charity are taking place. In the context of the economic crisis, the role of the LCF is increasing as a tool to maintain the quality of life of the population, its economic and social elements at the level of a specific territory.

The contribution of non-state actors to the solution of social problems depends not only on their vigorous activity, but also on the capacity of institutions to support public initiatives at the local level [32, 33]. Among such institutions, the leading role is traditionally attributed to local governments, but in recent years, in the context of limited budgetary funds in a number of cities, local community foundations (namely, the LCF) have increasingly come to the fore. In the context of the economic crisis, their social significance has increased as an alternative tool for maintaining the quality of life of the population at the local level. LCF act as a mechanism for the institutionalization of charitable activities, a tool for improving state and municipal management of the social sphere as actors in solving the social problems of the territory through the accumulation and redistribution of funds from the commercial sector and private philanthropists [15].

The technology of community foundations was first applied in 1914 in the USA. A local community foundation is defined as a non-profit organization that operates in a specific territory and aims to combine the economic, human, and social resources of the territory to solve the problems of the local community and improve the quality of life of the population.

Funding for the foundations consists of donations from both corporate and private donors, i.e., commercial and non-profit organizations and individuals, receipts from government. The Fund distributes resources on a competitive basis among NGOs and initiative groups of citizens [36-40]. The decision to allocate funds is made by the grant committee and expert councils, which include representatives of the three sectors of the local community and experts in the identified issues.

The management of the LCF is carried out indirectly by the community itself through the parity representation of government bodies, business, the public and the non-profit sector. The Fund is a transparent organization that disseminates information about its own activities and financial situation.

Currently, LCFs operate in more than 50 countries of Western and Eastern Europe, North and South America. There are 1440 funds in total. In the US, there are about half of all LCFs – approximately 600. Most of all funds were formed in the last three decades [9].

With the development and accumulation of socio-economic resources, foundations are becoming increasingly important in the community, they begin to play a significant role in identifying, searching for and solving social problems [7]. Foundations are becoming a social mechanism that helps authorities maintain the quality of life of the population.

Non-profit organizations need public support, thus many studies raise the topical issue of trust in the third sector in general and SONCO in particular. This issue is discussed within the framework of the following model.

3.3 Social Capital of SONCO: a Model of Social Change

Within the framework of this model, the third sector is presented as bringing benefits to society; the argumentation is carried out in the spirit of the liberal-democratic value system based on freedom of association [11]. The large size of the third sector, its influence and autonomy testify in this logic to its legitimacy as a resource for the development of democracy. NGOs represent the interests of people, active members of society, uniting on the basis of their interests and strengthening the norms of cohesion, mutual assistance, fruitful cooperation and civic engagement. All this, according to R. Putnam, contributes to the formation of social capital, i.e., those principles and other features of social organization, “which are able to strengthen the effectiveness of the coordinated actions carried out by society” [17]. In turn, social capital increases the interest of the state in cooperation with NGOs [42]. Research reveals a correlation between indicators of public trust in non-profit organizations and the general trust of citizens in political institutions [17]. Where the state is suspicious of the horizontal institutions of solidarity and engagement at the grassroots level, restricting freedom of assembly, society responds by distrusting state institutions.

In discussions about the legitimacy of NCOs in terms of their social capital, cross-country, inter-regional comparisons are used, proving the existence of various conditions that mediate the configuration of the third sector in a particular region or country. Although civil society organizations were seen by Putnam as intermediaries of democracy or as forces resisting the dominance of bureaucracy and the market, the role of the third sector varies in different political regimes. The shape and size of the nonprofit sector in a country are strongly influenced not only by the sentiments, preferences, and well-being of individual consumer consumers, but also by historically shaped patterns of political, social, and economic power. These patterns, once established, tend to be maintained as a “path of dependency” until they are challenged by new social or political developments [12].

The context in which SONCOs operate may or may not support their legitimacy. Although non-profit social service providers act as legal actors, they operate in a system that was not originally intended for non-state actors. Therefore, in each of these models, certain instruments of legitimation are in demand. So, in some regions, providers reorganized from municipal social services (institutional substitution model) prevail, while in others we find diversification of entrepreneurs (institutional inclusion model), in the third – mixed strategies for the development of a quasi-market of social services with the participation of various providers (primary institutionalization model) [9]. In order to be legitimate in the eyes of certain groups of actors, an organization must meet their expectations, represent the interests of its beneficiaries, donors, and a professional point of view on social problems [1]. At the same time, each of the represented interests or views can facilitate or disrupt the process of legitimation.

When building interaction between NGOs and local authorities, the leaders of organizations seek to overcome the distrust of them on the part of officials, to consolidate personal ties at different levels. The human factor plays an important role in these processes. It takes time and effort to establish cooperation. At the same time, even if the regional authorities try to maintain a monopoly on the provision of social services, clear signals from the federal level are gradually changing this attitude.

It is impossible not to take into account the human factor in the aspect of emotional and affective experience gained in the process of interaction with both state and non-state institutions in the social sphere, in the actual practice of social services. Affective legitimization of SONCO among service recipients can be considered as their feedback with their target groups - as an indicator of emotional comfort, which means satisfaction with the quality of the service and human relations in the process of its provision. Feedback from beneficiaries, which reveals satisfaction with SONCO's activities, is not only part of the routine monitoring of the organization's activities. Emotional commitment also consolidates a certain standard of quality of

work in the social sphere, which is spreading to other sectors of society, forming the corresponding requirements for the quality of care.

The uneven growth of trust in various forms of non-profit organizations is structured at the macro level by political decisions, reforms in the social sphere, while different subjects of partnership interaction in the social sphere have different arguments for legitimizing non-profit providers. The question still exists: What problems can be created by a different understanding of the public legitimacy of SONCO by representatives of sectors of society? Such discrepancies multiply the criteria of legitimacy and can lead to the development of incorrect strategies by socially oriented NGOs, both their positioning as providers of social services in local communities through information and communication technologies, and intra-organizational management and the formation of corporate culture, from the definition of the mission of SONCO to development of programs for evaluation and monitoring of ongoing projects and programs. In addition, the perception of them as secondary in relation to state services slows down the process of public legitimization of SONCO. Public consensus about non-profit providers as independent players in the field of social services can be considered one of the conditions for the effectiveness of their socially useful activities, solving numerous issues of local importance, recognized as relevant, including by the authorities. The successful entry of SONCO into the space of social services becomes a leitmotif in a public discussion of their relevance and significance for the state and society.

4 Conclusion

The issues of managing the socio-economic development of local communities are becoming increasingly important. Practice shows that with a qualitative identification of needs and fair placement of the state social order at the municipal level, the local community is closely united around solving the problem.

Improving the quality of social services and solving community problems implies managing the result instead of managing the process. Historically, the state in the field of social services is more concerned with managing the process, and the result often falls out of the focus of attention of officials. In fact, the state, in order to achieve social stability, mainly ensures that the process is continuous. Social ordering at the municipal level allows solving this problem. The interaction of all stakeholders, including NGOs, is an effective mechanism.

Meanwhile, today there is an awareness of the importance of management and a gradual increase in its role in the life of the whole society. However, the mechanisms of municipal government have not been sufficiently studied and are not included in the practice of management activities. Although the relationship between the quality of management and the pace of social development of the territory is obvious, it still remains a little-studied problem, in particular, in terms of the effective provision of social services. The interrelation and interdependence of the socio-economic development of local communities and the level of territory management, which are becoming decisive today, require in-depth research, especially sociological.

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