



Research Article

The Development of the Social Service System in Russia

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Abstract

The upgrading of the management structure and organization, social services of disabled, handicapped and elderly people in Russia are inseparable from the personnel training for social sphere modernization. Modern social technologies, which were developed and tested by specialists of the Russian social services, help now to solve many problems, to strengthen the personal capacity of the sick, the handicapped and the elderly to overcome their life difficulties.

Despite the fact that more than a hundred of Russian universities produce personnel with specialized social education, still a priority of the technologization is not leading in the work of such specialists in Russia. In the field of social service of Russian regions the transformations that need to expand the coverage of the sick, the disabled and the elderly by means of the services of the social centres are actively undergoing. The introduction of new methods and technologies of social services is in progress, the modernization of social centers is under way, and the logistics base of institutions is strengthening. In spite of this, a number of unresolved issues in Russian social services still remain: there is a small queue for services, in some places there is an outdated infrastructure and sometimes an insufficient number of social technologies are used, however, all these issues are under active solution.

Keywords

Social services; Russia; The disabled; The elderly; Population

Introduction

The presence of a sufficiently large number of persons of elderly and senile ages in Russian society [1] creates the basis for significant pathological abnormalities [2-4]. Frequent enough are cardiovascular diseases [5,6] with which the Russian medicine continues to fight [7,8]. A great role of a genetic component is recognized in the genesis of these diseases [9-11] so explore options for their treatment is based on minimizing disposable risk factors and effects on the individual links of pathogenesis [12,13]. Carried out researches have allowed a better understanding of the formation stages of cardiovascular pathology [14,15] considering the age [16] and to improve the efficiency of health measures [17-19], even when expressed disorders in the body take place [20]. However, despite the advances of medicine, in the Russian society there are still a large number of patients and the handicapped with an acute need for social services [21].

This is compounded by the fact that the current economic situation

in Russia remains difficult. The main problems are the gap between minimum wage and living wage, the low pensions of the majority of the population, high differentiation of population by income level. By the end of 2016, below the poverty line was approximately 14% of the population [22]. In these conditions significantly increases the role of social services and the acute question about the support of pensioners, families with children, children and persons with disabilities at all levels of functioning of public authorities arises [23].

In this regard, the social service of the population in Russia is becoming one of the most important directions of social policy, which provides the social protection of the population. It is connected primarily with the activities of the management bodies of social protection and related to social services aimed at the provision of social services, the implementation of social support and adaptation of people in difficult life situations [24].

At that, ruble devaluation, economic decline and the budget deficit lead to resource limitations in Russia. In these circumstances, it is necessary to modernize the system of social services for the maximum orienting it to modern needs and problems of the needy and at the same time making it the most targeted and effective [25]. All that points to the need for further modernization of the system of social service of the population in Russian society.

The aim of this work is to follow the trends of modernization of the system of social service of the population in Russia on the example of Kursk region.

Priority directions of the system of social service of the Russian population modernization

Analysis of the formation and development of social services process in the social service system of the population shows that the socio-economic transformations occurring in Russia for the last ten years, require serious modernization. It is known that there is a wide range of views on the question of reforming the social sphere in general and social services in particular, what caused by a variety of ideological attitudes and approaches to the problems of conceptual bases of social policy formation and its implementation methods. One of the main modernization focuses is the social life improvement. At that, the social service of the population is the area where people using social services which increase their quality of life.

The policy of modernization proclaimed by the President of Russia is aimed at formation of an economy based on innovative - information technologies. It must be remembered that modernization along with economic aspects, has its social or human dimension. Exactly from the position that the population, especially young people take it will depend whether this large-scale public-political project be managed [26].

It can be admitted that the system, created again for that period, successfully supported large groups of people, marginalized and discarded over the edge of survival by the Russian radical socio-economic transformation of the 90s. The services for senior citizens and disabled people in domestic conditions, infrastructure got a great development. Hundreds of thousands of elderly people managed to live in their homes in old age, in familiar surroundings, preserving the neighborhood relations and social contacts [27,28].

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The importance of the Russian system of specialized institutions for minors requiring social rehabilitation formation should be noted. Shelters and social - rehabilitation centres in the full sense of the word have saved a whole generation of children whose parents were unable to provide them with care and normal development. Neglect, unfortunately, is still quite common, but it has been managed to cope with homelessness and gradually juvenile delinquency is being taken under control.

The current situation of serious global and national financial and economic crisis dictates the need to reconsider existing ideas about the state social policy again [24,28]. At that, market mechanisms hardly touched the field of social service of the population. As a result, there is stagnation in the quality improvement of the most social services, ineffective use of resources, ignoring the real needs of certain categories of the population. The lack of structured practices for monitoring of efficiency in the provision of social services fails to take into account the specific needs of people. Social services market incompleteness is also due to the lack of participation in this sphere of non-governmental organizations [29].

In addition, today in the social services system there are no unified criteria for the quality and effectiveness of similar institutions evaluating. The purpose and objectives of the Russian social service activities in the regulations are defined in the most common phrases, whereas the assessment of their activities is almost entirely on the basis of quantitative characteristics (how many people were served) and subjective understanding of the effort sufficiency towards to each social services recipient (the required number of services). In the absence of clear regulations, standards and rules some questions about who and how in these cases determines the need and adequacy remain unresolved. In the system operate and sometimes compete with each other quantitative and qualitative components of effectiveness [30].

Modernization requires that the transition from solving problems of an extraordinary nature to promote the development of inner strength and personal resources of the Russian citizen in crisis situations in the work of the Russian establishments of social service of the population should be gradually made [31].

In new socio-economic conditions of society development the need for social services in almost all categories of citizens, primarily people with disabilities, families with children, will increase, although the reason will probably not be the number of potential customers' increase, but the growth of awareness of the social services importance to provide a decent, socially acceptable quality of life for people, especially the elderly. Today, however, in the system of social services, there are barriers for the market organization on the principles of private competition. As the experience of European countries shows, state interference in the market process is the provision of a number of social services leads to the problem of the so-called incomplete market [22].

It should be emphasized that the current Russian state system of social services cannot and should not satisfy all the possible needs of the client. Expanding the range of providing services should include an organizational activity, evolving in the following ways [32]:

a) Expanding the list of services provided by state providers of social services, in addition to the mandatory (guaranteed), but on a paid basis;

b) Acquisition for needy citizens on behalf of the state necessary services from providers, regardless of their form of ownership and organizational-legal forms;

c) The population eligible for the service, not of the service kind, but the target certificate (grant) in the amount of the cost of services which the citizen can buy them at the supplier whom they will choose themselves.

The social services acquisition in the interests of the Russian population from a variety of manufacturers will allow to start the mechanism of competition, when the state (municipal) order will be distributed on a competitive basis and services will be purchased from the supplier will be able to provide not only the best financial terms, but also the most secure and quality services. This practice of purchasing services from "independent producers" is widespread, for example, in Western Europe, including where state presence in the market of social services is very significant [33].

Of course, the very possibility of competition is determined by the presence of competitors. That is purchase from the best suppliers is possible only when there is a choice. Therefore, the Russian government is ready to encourage the creation of non-commercial and commercial social services, as the more suggestions will be, the more chances to find potential suppliers, producers of high-quality services will appear. But, taking into consideration the special characteristics of social and service activities for mass dissemination of such organization form of providing social services to Russian citizens, market self-regulation is insufficient. It is necessary to have a system of quality control (incoming and current), represented by the social inspectorate or a similar organ.

Finally, the highest stage of providing freedom of choice in obtaining social services to consumers is the provision of benefit categories of citizens with not services in kind, but the target payment for such services. This is the most developed form popular today, per capita funding, which is based on the mechanism "money follow the consumer". Characteristically, that a similar experiment in Britain, held 30 years ago with the aim to give people with disabilities the opportunity to independently dispose of the funds allocated for their maintenance, and to the services that are needed by customers, was held under the slogan Shape your life (Build your life). Indeed, freedom of choice, freedom of adoption services or refusing it, is an important prerequisite of democratic consciousness, suggesting the personality of the recipient of social services.

Thus, the management structure and organization modernization, upgrading of technical provision of social services in Russia is inseparable from modernization training. Despite the fact that more than a hundred Russian universities produce personnel with specialized social education it is still a priority of the technology was not leading in the work of the specialist in Russia. Meanwhile, modern social technologies, developed and tested by specialists of Russian and foreign social services, help now to solve many of the problems, to strengthen the personal capacity of clients to overcome their life difficulties.

Condition and perspective directions of social service system of the Kursk region population of Russia development

A strategic framework for the socio-economic development of Kursk region supports the formation of the prerequisites for effective use of human potential with the aim of improving the welfare and quality of life of the population. The tool of social development is social policy in the region, in the structure of which the social services system plays a major role.

The population over working age in Kursk region on 01.01.2017 is 300563 people which accounts for 20.4% of the total population of the

region. There is a trend of an aging population: as of 01.01.2014, the population over working age was 291739 people and on 01.01.2015 were 295645 people. At the same time with an increase the number of senior citizens, the number of persons in need of social services, both in stationary and non-stationary conditions grows.

In 2013, 32.3% of citizens of working age, were covered with social service (including the emergency social services), in 2014 and 2015 -33.9% and 33.92% (Figure 1) (or 8.3%, to 8.35% and 8.4% of the total population of Kursk region, respectively).

The infrastructure of the social services system of the region was formed during the 1990-early 2000s. The data of Table 1 reflect the state of the social services infrastructure in 2013.

The structure of the 32 centers of social service up to 2015 included: 123 Departments of social service at home; 15 specialized departments of socio-medical care at home; 15 day-care centres; 1 social-rehabilitation Department, 32 Departments of emergency social services 4 offices of temporary residence.

According to the regional plan adopted in 2013 the main directions of modernization of the social services system in Kursk region are:

1. Reconstruction and strengthening of material-technical base of social service institutions;
2. Reorganization of inefficient and optimization of a network of public providers of social services;
3. Innovation in working practices of social services;
4. Elimination of priority and improving the quality of social services;
5. The development of the social services market on the basis of state-private partnership and attracting non-governmental providers of social services;
6. The development of volunteer activities;
7. The extension of public control in the sphere of social services provision quality.

In 2015, pursuant to the instructions of the Chairman of the Government of the Russian Federation, Governor of Kursk region performed the test on 13 of stationary establishments of social service of the population. During the check it was established that boarding schools are equipped with modern alarm systems and fire alarm systems, secured by vehicles required technology, medical equipment, furniture. It is revealed that some house blocks of institutional care required a major overhaul. In this connection a current list of social service organizations, which need for major repairs, was formed: in 2016 an overhaul was made in 7 institutions, in 2017-2018 year overhaul is scheduled in 8 institutions, and in 2018 – in 9 establishments of social service of the population.

The funding network of social service institutions has a stable growth dynamics. So if in 2013 the total volume of budget financing amounted to 1147, 3 million rubles that in 2016 it rose to 1467, 3 million rubles. The volume of extra-budgetary appropriations is growing, so in 2013 the volume of extra-budgetary funding amounted to 146, 4 million rubles, in 2016 – 293.8 million rubles (Table 2).

One of directions of the system of social service of Kursk region modernization was the restructuring of inefficient social service

institutions and improving the efficiency of the activities of the network of establishments of social service of the population of Kursk region. In the framework of this direction, there were reorganized 8 comprehensive social service centers with the creation on their basis of four social service agencies of Zheleznogorsk, Rylsky, Schigry, Lgov Inter-district complex centers of social service of the population.

The savings from conducted activities amounted to 14.6 million rubles. The savings were aimed at improving the wages of workers. In addition, the structures of the complex centers of social services were reorganized: 7 offices of day stay; 4 specialized departments of social and health services at home (3 offices redeveloped in the Department of social services at home); 3 Departments of emergency social services in connection with the formation of the 3 mentioned above on the centers of social service of the population.

In 2013, over 90.6 thousand senior citizens and people with disabilities were serviced, forms of service are presented in Table 3.

Social service institutions widely use various technologies of social services, both traditional – the provision of social services in stationary and semi-stationary forms of social service, social service, and introduced and implemented innovative forms of social services: social services mobile outreach teams; inpatient social services (foster families for the elderly and disabled, nursing services, “hospice at home”, “hospital at home”), the provision of transport services with limited mobility service “Social taxi”.

Since 2014, in the region is implemented such form of cooperation between the population and the social services as a social contract. This is an agreement between the citizen and the body of social protection of the population. Obligation under the social contract is the rendering by bodies of social protection government social assistance, and from the citizen - implementation of measures envisaged by the program of social adaptation. Social assistance is in the form of a lump-sum cash payment. The use of this payoff is strictly target. The amount of payment for low-income citizens is 30,000 rubles. Recipients of social assistance are poor families and poor lonely-living citizens.

One of the indicators of the effectiveness of the social service system is overcoming of an order to receive social services at home, so the sequence in stationary establishment of social service of Kursk region in 2013 was 90 people (in stationary institutions of psychoneurological type), to social (including socio-medical) services at home - 157 people, which was 4.7% and 1.3% of those who receive social services in stationary institutions and centers of social service of the population, respectively.

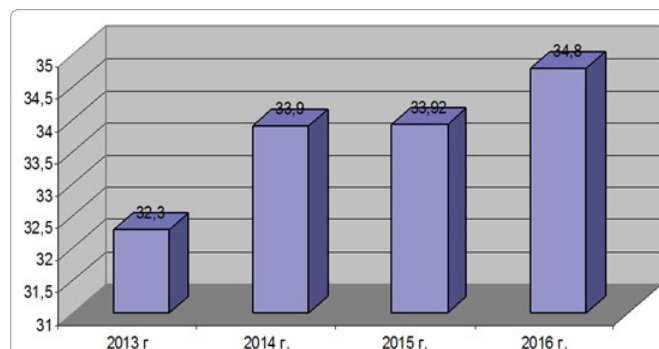


Figure 1: Dynamics of coverage of the older than working age population with services of social services.

Table 1: The infrastructure of the social service system of Kursk region.

The name of the object	The number of objects
Stationary institutions of social services for the elderly and disabled	13
Including:	5
- psycho-neurological boarding schools	6
- houses-boarding schools of General type	2
- children's homes-boarding schools for mentally retarded children	32
Centers of social service of the population	8
Institutions of social services for families and children	1
Medico-social rehabilitation center	1
Social vocational and rehabilitation Center	

Table 2: Dynamics of appropriation for maintaining the network of social services.

Name of the indicator	Measurement unit	2013	2014	2015	2016
The budget allocations for the maintenance of the network of social service institutions	million rubles	1147.3	1385.9	1413.4	1467.3
including payroll	million rubles	742.87	932.4	963.6	967.2
The amount of extra-budgetary funds for the maintenance of a network of social service institutions	million rubles	146.4	172.4	230.3	293.8
including payroll	million rubles	11.9	16.0	25.0	36.5
The amount of funds on maintaining the network of social service institutions, all	million rubles	1293.7	1558.3	1643.7	1761.1
including payroll, at all	million rubles	754.8	948.4	988.6	1003.7
The ratio of wage fund and funds for maintaining the network of social service institutions	%	58.3	60.8	60.1	57.0

Table 3: Forms of implementation of social service

The name of the service forms	The number of recipients of services, people
Social services at home (including socio-medical care)	14161
Semi-permanent form of social services	3245
The stationary form of social services	1778
Urgent social services	71424

Table 4: The age structure of social workers.

Countryside	% ratio to the total number of social workers	Urban area	% ratio to the total number of social workers
20-30 years old	14.0	20-30 years old	4.6
30-40 years old	19.6	30-40 years old	13.8
40-60 years old	62.9	40-60 years old	65.9
more than 60 years old	3.5	more than 60 years old	15.7

In 2015, the waiting list for social services at home was eliminated (three new branches established social service at home in the structures of the complex centers of social service of the population of 3 districts and optimization of the load of social workers with the goal of increasing coverage of social services was made).

At the beginning of 2015 the order to stationary institutions of psychoneurological type reduced to 16. However, at the end of 2016 it rose again and there are 75 people, which correspond to 3.7% of the number receiving social services in stationary institutions of social service of the population of Kursk region.

In order to eliminate queues in the boarding houses for citizens with mental disorders, the issue of restructuring of the former district hospitals in the Fatezhsky district of the Kursk region, into a branch of a psychoneurological boarding school for 60 seats is developing. The design-budget works on reconstruction of a building are over 4 million rubles. The planned date of commissioning is December 2018.

In 2017 it is planned to conclude the Agreement on public-private partnership in the sphere of social services with the Ltd "Zdorovaya strana", according to which there will be held stationary social service of citizens of the specified category in the amount of 15 people.

During the period of modernization of the system of social services in the region it is noted the growth of the wage fund, while in 2014 and 2015, its share in total funding increased to 60.8 and 60.1 %, respectively. In 2016, the volume of the labor fund was 57 % of the total funding.

The average number of social workers of social service organizations on 01.01.2017 year is 1784 people. One of the major personnel problems is the fact that among social workers the representatives of the age category from 40 to 60 years dominate. The profession of social work is unpopular and very popular among young people in the countryside and in the city (Table 4).

To develop commercial and nonprofit organizations providing social services to the population the Comprehensive plan of the administration of Kursk region was adopted (the resolution of administration of Kursk region from 17.11.2016 No. 869-PA) to ensure a gradual access of socially oriented non-profit organizations operating in the social sphere, to budget funds allocated for the provision of social services to the population.

A set of measures aimed at increasing access to socially oriented nonprofit organizations to the social services sector, and the introduction of a mechanism of public-private partnerships in the social service system will improve the quality of public services, to provide a wider range of services in accordance with the individual needs of consumers, to improve the provision of social services, the rational use of means of the regional budget, eliminated the order requiring inpatient care, to increase the number of elderly and disabled people receiving social services in non-governmental institutions.

In accordance with the requirements of the Federal law of Russia on 28 December 2013 № 442-FL "About bases of social service of citizens in the Russian Federation" a register of providers of social services in the Kursk region is created, in which, since 1 January 2016, along with 50 state social service organizations are included 3 non-governmental organizations providing social services in stationary and semi-mobile forms, and also engaged in social services at home:

Kursk regional public organization "Sojuz zhenshchin Rossii" (provides socio-pedagogical, socio-psychological, communicative, etc. services predominantly to the elderly and citizens in need of social services) 1.12.2016 87 to needy citizens got services;

LLC "Medical-rehabilitation center "Ortos-doctor" n.a. Y. I. Alekhin" (provides social and socio-medical services for persons with disabilities, including families with children with disabilities) by 1.12.2016 and 103 needy citizens got the services.

Kursk regional public organization Melnitsa (provides inpatient nursing services to needy citizens) by 1.12.2016 72 needy citizens got the services.

In order to improve the availability of social services for the population living in remote settlements of Kursk region on the basis of 27 regional centers of social service, since 2011, there are mobile teams carrying out periodic visits to remote settlements, providing social services to needy senior citizens and the disabled. In 2011, there were 29 mobile teams covering service 10.2 thousand people (24 cars), in 2012 - 11.3 thousand people (25 cars) and in 2013 there were 11.7 thousand (27 cars), in 2014 - 12.4 thousand people (29 cars) and in 2015, 12.6 thousand people (30 cars). As of 01.12.2016 to organize a departure 31 units of the vehicles are used, owned by social service agencies that can cover more than 618 remote settlements of the region, accounting for 57% of the total number of remote settlements of the region. In 2016 mobile field crews serviced 12.8 thousand people, including the elderly, the disabled, families with children with disabilities and other categories of citizens in need of social services, living in remote areas rural areas (67% of the total number of citizens living in remote settlements).

An important place in the structure of social services is the lack of hospital-replacing technologies and methods of providing social services in semi-permanent form of social services and forms of social care at home, including for citizens with mental disorders.

For the introduction of hospital-replacing technologies in 2012 the Law of Kursk region "On the organization of foster families for elderly and disabled people in Kursk region" was adopted. It allowed to regulate the form of life of lonely elderly people, solved the social problem of loneliness of elderly citizens, as well as replacing some factors of traditional hospital social services. As of 01.12.2015 in 82 foster families lived 84 people by 01.12.2016 in 74 foster families 75 seniors and disabled citizens live (there has been a decline in the association with mortality of served citizens). In 2017-2018 it is planned the operation of 76-78 foster families, respectively.

Another direction of the social services system modernization is the extension of public control in the sphere of quality provision of social services. The extension of public control is one of priority directions of administrative reform in our country [34]. In our case, we are talking about engaging the public and public associations to assess the service quality of public organizations of social service of the population.

In Kursk region the independent assessment of the social service organizations quality by social service is held since 2014. Initially this procedure was carried out by the public, boards of trustees at institutions for social services, and general information provided to the public Council under the social security Committee of Kursk region. The public Council is a group of institutions subjected to the evaluation process reviews the results and makes recommendations for improving the quality of institutions. In 2015, the procedure was changed. Instead of boards of trustees procedure assessment was conducted by an independent organization - operator, which was given the mandate to collect and process information about the quality of institutions. Independent quality assessment was conducted in relation to institutions for social assistance to families and children by the Kursk state medical University. In 2016-in respect of 51 establishments of social service of the population of the region, the organization-operator at the results of the electronic auction was the Russian state social University, transferred its powers to its branch in the city of Kursk. In the framework of the procedure for independent assessment of the quality of social service organizations social service of the population of Kursk region, a survey was conducted among the heads of agencies to identify their views on the conduct of independent evaluations. The heads of the agencies commented on as the evaluation criteria as methods of gathering information. It should be noted that as the procedure is quite new for Russia, not all of the Directors of stationary and non-stationary social services in the region have a full idea of what this event is and why it is needed.

Thus, we can say that in the sphere of social service of Kursk region - socially prosperous region of Russia is actively implementing modernization activities, which allowed expanding the coverage of social services centres. New methods and technologies of social services are introducing, the modernization of social centers is taking place, and the material-technical base of institutions is strengthening. There are still a number of unresolved issues here: a priority for services, outdated infrastructure, an insufficient number of social technologies are applied, however, they are all under active solution.

Conclusion

Social service is mainly providing assistance, implementing adaptive and local functions. The modern model of social services is a social institution, contributing to the reproduction of social relations by means of service of socialization, the division of the social groups

in accordance with the need of social services and the level of social subjectivity.

In recent decades, Russia had formed an extensive network of social service institutions of different profiles, the types of provided services was defined and expanded. Consideration of the basic directions of modernization of the system of social service of the population of Russia has shown that one of the main objectives of modernization is the improvement of social life.

Modernization has also affected the financial aspects of social services. Increase the list of services and the introduction of paid (partially paid) service in the existing public services are a crucial means of adaptation to a market economy. Existed up to the present time financing, according to estimates, ultimately, did not show comprehensive requirements for the intensity and quality of the social service agencies work.

Analysis of the current state and promising directions of development of a system of social service of the population of Kursk region has shown that modernization activities are realized in the region, which allowed expanding the coverage of social service centres to improve the efficiency of their activities. In recent years, it managed to overcome the order to receive services at home, new methods and techniques of social service are introduced, the reconstruction of buildings is going on, optimization of institutions is done, in which the ineffective part of the integrated centres have been converted into inter-district ones, the funding of institutions is stable. Social service institutions widely apply various techniques of social service of the population, including the traditional – the provision of social services in stationary, semi-mobile and in the form of services at home, and actively apply innovative forms of social service.

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