

Intersector Interaction as the Main Factor of a Social Support System

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Abstract

Social support is a complex algorithm of social actions of a consistent, continuous and successive nature, a result of which is a definite social goal achieved. Interaction of many departments is necessary to develop and implement this algorithm. However, the mechanisms of interdepartmental interaction have not been sufficiently developed, the system of coordination and control to achieve necessary social result has not been defined; there is no clear delineation of powers of each department and responsibility for performing the assigned functions. Based on the theoretical and methodological, and functional analysis and social practice, the paper clarifies the concepts of “interdepartmental interaction” and “social support”, argues for the development of interdepartmental interaction in addressing social protection issues where the state dominates. The necessity of an individual program-oriented and goal-oriented approach based on the rules of interaction is substantiated. The authors of the study developed specific schemes and stages of interdepartmental interaction on social adaptation and rehabilitation of elderly people, disabled people, and families which are in a socially dangerous situation [17].

Key words: Interdepartmental interaction, Social support, Social partnership, Regulation of interaction, Social result, Socially excluded segments of the population

INTRODUCTION

The territorial and administrative aspect of interaction between social welfare institutions is urgent, since social practice proves the expediency of combining the efforts of state, municipal authorities and institutions, non-commercial “3rd sector” organizations for addressing social issues. Development of recommendations and mechanisms for interaction between social welfare institutions makes it possible to make fuller use of the reserves in this sphere and to save resources, to achieve overcoming of interdepartmental barriers in the interests of the well-being of the entire population. [1]

MATERIALS AND METHODS

The authors used such empirical and general scientific methods as observation, comparison, analysis, as well as a

specific method of studying the texts of the mass media, i.e., content analysis. The term “interaction” is used by researchers to explain a wide range of phenomena of social reality [16]. A significant contribution to the study on this topic was made by such foreign scientists as M. Weber, T. Parsons, G. Simmel, E. Giddens, and others. In the domestic sociology, the general problems of interaction were considered by B.N. Chicherin, M.M. Kovalevsky, P.A. Sorokin, K.M. Takhtarev and others. Among modern scientists, we can call V.V. Zheltova, O.S. Razumovsky, E.V. Rudensky, M.V. Udaltsov, V.P. Fofanova, L.L. Shpak, and others. General issues of social management are discussed in the publications of Yu.P. Averin, V.G. Afanasyev, A.I. Prigozhin, A.M. Omarov, T.M. Dridze, N.S. Danakin, E.V. Okhotskiy, V.S. Komarovskiy, N.M. Slepnev, V.I. Dobrenkov, and others. Social policy in general and as a variety of regional policy is covered in the works of S.V. Biryukov, N.D. Vavilin, L.G. Guslyakova, V.V. Zheltov, L.L. Shpak, F.E. Burdzhalov, G.I. Osadchaya, and others. Common problems of the social sphere are covered in the works of such authors as V.S. Barulin, V.N. Ivanov, V.N. Kovalev, Yu.E. Volkov, G.I. Osadchaya, S.I. Grigoriev, L.G. Guslyakova, A.I. Liashenko, A.M. Babich, E.N. Zhiltsov, E.V. Egorov, O.N. Viktorov, V.L. Kurakov, N.V. Bondarenko, E.N. Gribakina, and others.

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Aspects of the management of social welfare institutions are discussed in the works of N.D. Vavilina, A.I. Lyashenko, M.V. Udaltsova, E.I. Kholostova, L.V. Topchiy, V.G. Popov, S.A. Belicheva, and others. A narrow circle of authors (D.A. Kugan, E.V. Khizhnyakova, A.V. Gurevich, etc.) is engaged in adjacent problems of interterritorial and intraterritorial interaction of social welfare institutions. The studies of the principles of building-up and functioning of organizations, technologies of organizational interaction were carried out by N.S. Danakin, V.S. Dudchenko, A.I. Prigozhy, V.V. Shcherbina, A.V. Strygin, et al.

RESULTS

Currently, interdepartmental interaction is often defined as a social partnership, or as a kind of innovative technologies for social work [2]. The social partnership is based on following principles:

- Interest of each of the interacting parties in the search for solutions to social problems;
- Uniting the efforts and opportunities of each of the parties in overcoming important problems, the solution of which is ineffective alone;
- Constructive cooperation between parties in resolving disputes.

This term began to be used in the late nineties during the active holding of competitions on social projects both at the federal level and at a regional level. Projects at their roots were to be build on social partnership with obligatory participation of non-governmental structures (organizations), public organizations and state institutions (authorities) [2].

Interdepartmental interaction should be of particular importance nowadays as the basis of social support declared by the Federal law “On the Basics of Social Services for Citizens in the Russian Federation” No. 442-FZ. However, the law does not give the generally accepted notion of “interdepartmental interaction” and “social support”. So far, there are no officially approved social support mechanisms. Social support is positioned only as assistance in the provision of services not related to social facilities or social services (articles 3, 22, No. 442-FZ).

The authors of the study critically analyzed the established approaches to the definition of the above-mentioned categories (A.I. Kholostova, G. Osadchaya, V.I. Zhukov), and justify their understanding of social support as a kind of social activity to provide a specific person or a group (a family) with a complex of social, legal, psychological, socio-educational, socio-economic, socio-medical, and information services for a certain (sometimes long) period

of time aimed at preventing social risk situations, as well as the mitigation and elimination of their consequences in human life. It includes statutory guaranteed measures of social support, assistance, social services and social insurance for citizens who have fallen into difficult situations or have passed into a special life situation. The goal of social support is to improve the life situation, minimize negative consequences in the life of a person who is in a difficult life situation. Previously, the concept of social patronage was more often used in social practice. The main features of social patronage as well as social support are: complexity of the services provided, sufficiency for achieving a specific result (complete solution of problems), and timeliness [13].

Interdepartmental interaction is characterized by attracting to the social support a multidisciplinary team of specialists, using the potential of the community; consent of the user of services to social support and his/her active position in changing the situation for the better by joint efforts. Social support is based on an individual approach to the user of services, and on the study of his/her needs. The basis is the social support implementation plan and the mechanism for monitoring its implementation [3].

A vivid example of interagency cooperation is the implementation of the federal program “Affordable Environment”. The basis of the interaction here is the program-oriented and goal-oriented approach, the integration of the field of interaction between different departments, and creation of coordinating and interdepartmental councils. A network of institutions dealing with the problems of providing an accessible environment for the life of disabled people is represented by various departments: Department of Social Protection of the Population; Department of Youth and Sports Culture; Health Department; People Employment center; Urban Development, Architecture and Land Management Department; Architecture and Urban Planning Authority; Capital Construction Department, Municipal Institution “Department of Building and Communal Utilities”; Society of the Disabled; Committees on local self-government, public associations and interethnic relations, etc [18].

A positive approach is the preservation, further development and use of already established interdepartmental links to optimize inter-agency cooperation to ensure an accessible environment for the life of people with disabilities. Such a model is possible in a case of determining the main types of interdepartmental activities to ensure an accessible living environment for people with disabilities at the municipal level [14].

In the course of organizing interdepartmental interaction, it is necessary to take into account the diversity of functional relations and their mutual expediency [4].

As practice-oriented analysis shows, the main types of any inter-departmental interaction are: information interaction (object - information); coordination (task - direction - decision - control), organizational interaction (object - object), management (carrying-out of regulatory requirements in terms of ensuring the availability of facilities); public control (by involving public organizations of disabled people and other interested departments).

Definition of a specific task, the solution of which reveals the need to build contacts with this or that department or institution is fundamental in the structure of interdepartmental interactions. The further work is built step by step in accordance with the task.

Functional analysis indicates that the activity of various structures is assumed in various forms in each direction. Today, interdepartmental cooperation supported by the legislative and material base is actual being a mechanism of social protection of the population on the basis of social support of a proactive nature or operational nature on a contractual basis. At the same time, intra-departmental interaction is primary, and interdepartmental interaction is secondary [5]. Existing technologies of work regulate the actions of departments in providing social support, social assistance, social services, and employment for persons who are in a socially dangerous situation or in a difficult life situation. The fate of a citizen is transferred “from hand to hand”, passes through the stages of those technologies in different departments. Each department uses its criteria, reporting indicators, makes its own sense, but all services have a single operational field and common tasks oriented to a single final social result. All departments should work in a single information field which provides creation of a single database of socially vulnerable categories of the population. The network of state institutions is represented by various departments: education, health, social protection, law enforcement bodies, housing and communal services, and culture. Of course, coordinators are the social welfare bodies. Public social organizations and funds are also oriented toward social protection of the population [15].

Compliance with the principles of interaction allows us to develop a common, conceptually built management approach to the integrated solution for the problems of social protection of the population in the territory [5].

Technological support of interaction processes contributes to the concentration of resources and efforts of the

interacting parties in solving the key problems of social protection of the population in the territory, and the stage-by-stage achievement of the necessary social result.

Overcoming of interdepartmental barriers leads to unification of interaction processes and simultaneously introduces a sufficient variety of forms, ways and means of achieving common goals by the interacting parties. For this purpose, the Regulation on interdepartmental cooperation on organization of work and the solution of problems for a particular category of population is approved. The main goal of implementing the systemic work should be a management model based on the continuous support of each person who is in need of assistance by the state with participation of all institutions of the state social service system and institutions providing social services. The regulation is developed on the basis of legislative and regulatory legal documents of the Russian Federation and the relevant territorial entity of the Russian Federation. The main tasks by types of activity, basic concepts, subjects, interactions, target groups to which interdepartmental interaction (objects of interaction) are directed, main stages of work, sources and ways of obtaining information are determined. The regulation should contain the procedure for identifying and interdepartmental cooperation to achieve the necessary social result, the procedure for the implementation of certain authorities of each department, health care institutions, education, housing and communal services, law enforcement departments, and culture departments (participants in interdepartmental cooperation), and each specialist [19].

In pursuance of the Federal Law “On the Basics of Social Services for Citizens in the Russian Federation” dated December 28, 2013 №442-FZ, in many regions of the Russian Federation, social services pay special attention to proactive social support. The proactive character of social support is provided by the constant monitoring of social well-being of the population, the patronage of all households with a view to timely identifying those in need, their needs for social protection and its rapid presentation in various forms with the aim of preventing and taking appropriate measures to eliminate the circumstances that create the difficult life situation of elderly people and disabled people. The proactive mechanism involves the following components: patronage - monitoring - identification of the needy - effective assistance - social result.

Particular attention is paid to the social support of large families, families in socially dangerous situations, and families with children with disabilities. The most difficult in the organization of interdepartmental cooperation is the social support of persons without a specific place of residence and persons released from places of

deprivation of freedom. The main support participants here are: Ministry of Social Protection; Ministry of the Internal Affairs; Migration Service; Ministry of Health; Federal Service for Supervision of Consumer Rights Protection and Human Welfare; Federal Service of Medical and Social Expertise; Social Insurance Funds; Federal Employment Service; Ministry of Labor; Department for the Development of Entrepreneurship.

To achieve the optimal result for social rehabilitation and adaptation, work is carried out on the basis of an individual interdepartmental program. In order to coordinate the activities and control over the implementation of regulations in each region, the Interdepartmental Commissions for Social Protection of the Population must be established.

Thus, the definition of a specific task is becoming fundamental in building of inter-department interactions, for the solution of which the need to establish contacts with a particular department or institution is revealed [6]. Further work is built in stages in accordance with the task in view.

Stages on interdepartmental interaction:

1. Development of a program for the expansion of social bonds.
2. Creation of mechanisms for interdepartmental interaction of program implementers.
3. Development of regulatory and legal base, and improvement of the organizational and management base for the implementation of mechanisms for interdepartmental cooperation.
4. Creation and implementation of interdepartmental projects aimed at solving specific tasks.

As a conclusion, we would like to note particularly two main features of interdepartmental relations:

1. They are *objectively necessary* for the full-scale implementation of tasks.
2. *These relationships are mutually beneficial* for all parties.

Interaction of social sector institutions is a necessary condition for a comprehensive solution of social protection problems in the territory. The study of the interaction problem in the territorial and administrative aspect makes it possible to optimize the interaction processes in the interests of the population [7].

Compliance with the principles of interaction allows us to develop a common, conceptually built-up management approach to the integrated solution for the problems of social protection of the population in the territory [8]. Technological support of interaction processes promotes

concentration of resources and efforts of the interacting parties in solving key problems of social protection of the population in the territory [9]. Overcoming interdepartmental barriers leads to unification of interaction processes and simultaneously introduces a sufficient variety of forms, ways and means of achieving common goals by the interacting parties.

The organization of interaction between institutions of the social sphere depends on competence of the managerial staff and the territorial and administrative capabilities of the interacting parties [10].

Thus, in the process of research, the authors clarified the notion of “social support”. The emphasis was placed on the fact that social support is an integral part of social patronage. Without interdepartmental interaction, social services such as the provision of social services by specialized institutions of the social protection system cannot achieve the necessary social result for the rehabilitation and social adaptation of citizens who have fallen into a difficult life situation.

SUMMARY

Interdepartmental interaction is the main mechanism of social support, which is implemented for each category of citizens through the regulations enshrined in laws and standards. Control over the implementation of regulations should be implemented both within each department being a participant in the interaction, and by the interdepartmental commission at the level of the territorial entity of the federation [11].

As a result of the research, the authors have obtained new theoretical knowledge about social support as part of the management sociology. The proposed regulations of interdepartmental cooperation are of practical importance for the organization of effective work of social services for social adaptation and rehabilitation of citizens who are in difficult life situations or who have passed into a new social status [12].

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