

**The Development of the Social Protection System in the Context of
Improving the Legal and Economic Status of Public Organizations
in the Russian Federation**

Oksana Viktorovna NIKONOVA

Autonomous Institution Institute of Additional Professional Education for Social
Workers of the Department of Labor and Social Protection of the Population of
Moscow, Moscow, Russian Federation

Abstract. *Currently in the Russian Federation more than thirty million people use various services of state social organizations. The main categories of recipients of social services are persons with disabilities, elderly citizens, orphans and children left without parental care, low-income citizens, persons without a particular place of residence, others. In the social services network, such institutions as social service centers for elderly citizens and disabled people, boarding homes for elderly and disabled people, psycho-neurological boarding schools, social assistance centers for families and children, orphanages and boarding schools, social rehabilitation centers for the disabled, social centers adaptation of homeless citizens, etc. The author considers the system of state support in the aspect of public health.*

Keywords: social protection, state social organizations, social services, register of social service providers, register of recipients of social services.

Introduction

About half a million employees - social workers, social workers, psychologists, social educators, educators, doctors, nurses, instructors in exercise therapy and occupational therapy, cultivators, etc., are involved in the activities of social service organizations. To state social services, it is necessary to add numerous charity funds, Non-profit organizations, self-help groups, social institutions in religious organizations. The whole sector unites about a million staff members and volunteers, most of whom consider their work a calling. Social workers, social educators, psychologists, medical personnel of social services represent a special cohort of people who have chosen social service as a professional path, helping a person to overcome life's difficulties. It should be noted that the professional social services actually appeared in the Russian Federation relatively recently - in 1991-92. It was in 1991 that three new specialties appeared in Russia - a social worker, an expert in social work, a social pedagogue - and from the same year began the training of professional cadres for domestic social protection.¹

The results of research on the activities of social services still open up many unresolved problems - the problems of determining the effectiveness of social services, the problems of combating the formation of dependent strategies for clients, the problems of targeting social assistance, and so on. Today, Russian social services are experiencing a difficult period of changes in the organizational and legal forms of work, increasing demands on the staff, reporting, timeliness and completeness of service delivery, in general, to the effectiveness of the work. This

¹ I. S. Karabulatova, L. I. Kim, G. H. Gulmariam Hisamutdinovna Aznabaeva, Nadezhda Gennadiyevna Iraeva, Olga Aleksandrovna Konnova, "Socio-economic Effect of Modern Inclusive Discursive Practices in Disabled People's Social Rehabilitation," in *Mediterranean Journal of Social Science*, V (2015), no. 6, p. 11-18.

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period is a landmark in the development of the social service system and symbolizes the opening of new frontiers.

Main changes in the status of state social organizations: Background

In 2010, the Russian Federation began reforming the budgetary system, which was based on Federal Law No. 83-FZ of May 8, 2010 "On Amending Certain Legislative Acts of the Russian Federation in Connection with the Improvement of the Legal Status of State (Municipal) Institutions." The purpose of the budget reform is to expand the scope of rights and increase the independence of budget institutions. Based on the results of the reform, it was planned to ensure: the orientation of institutions on the interests of consumers; improvement of the quality of state (municipal) services; increase in economic justification of the amount of budget financing of institutions; transparency of prices for paid services. One of the directions is to improve the forms of provision and financial support for the provision of public services.

In the edition of the Budget Code of the Russian Federation:

Public services (work) - services (work) rendered (performed) by public authorities (local governments), state and municipal institutions, and in cases established by the legislation of the Russian Federation, other legal entities.

State (municipal) task - a document that establishes requirements for composition, quality, volume (content), conditions, procedure, results of rendering state (municipal) services (works).

The state (municipal) task is:

- a tool for budget planning and financing based on the results of public service delivery (quantity and quality of services);
- part of the state program;
- The mechanism of financial support of the activities of institutions;
- form of determining the cost of public services;
- the way of interaction with the subordinated network (the state task is the agreement with the head of the institution).

In Russia, there are three types of state institutions: budgetary, autonomous and state institutions.

- Budget institutions

A budgetary institution can be created in the spheres of science, education, health, culture, social protection, employment of the population, physical culture and sports, and also in other spheres.

It carries out activities related to the performance of work, the provision of services, in accordance with the state (municipal) task, from which it can not refuse.

Financial support for this task is carried out in the form of subsidies from the relevant budget.

Subsidy (from Latin *subsidiium* - assistance, support) - payments to consumers, provided at the expense of the state or local budget, as well as special funds to legal entities and individuals, local authorities. Above the established state assignment, a budgetary institution has the right to perform paid works, to provide

paid services related to its main activities.² The income received from the income-producing activity and the property acquired at the expense of these incomes go to the independent disposal of the budgetary institution. The property is assigned to the institution on the right of operational management, a budgetary institution without the consent of the owner is not entitled to dispose of especially valuable movable and immovable property.

- Autonomous institutions

Autonomous institutions can be established in the fields of science, education, health, culture, social protection, employment, physical culture and sports, as well as in other areas, but only in cases established by federal laws. Like a budgetary institution, an autonomous institution is liable for its obligations with property that is under its operational control, with the exception of immovable property and especially valuable movable property, assigned to it by the founder or acquired by an autonomous institution at the expense of the funds allocated to it by the founder for the acquisition of this property .

The state task for an autonomous institution is formed and approved by the founder in accordance with the types of activities attributed to its main activity by its charter. Financial support for core activities is carried out in the form of subsidies from the relevant budget and other sources not prohibited by federal laws.

The income of an autonomous institution comes to its own disposal and is used by it to achieve the purposes for which it was created. The owner of the property of an autonomous institution shall not have the right to receive income from the performance by an autonomous institution of the activities and use of the property assigned to the autonomous institution.

The supervisory board functions within the autonomous institution. The activities of the supervisory board are regulated by Federal Law No. 174-FZ of November 3, 2006 "On Autonomous Institutions" (with amendments and additions). The term of office of the supervisory board of an autonomous institution is established by the charter of an autonomous institution, but it can not be more than five years.

The head of an autonomous institution and his deputies can not be members of the supervisory board of an autonomous institution. The head of an autonomous institution participates in the meetings of the supervisory council of an autonomous institution with the right of an advisory vote.

An autonomous institution is not entitled to pay remuneration to members of the supervisory board of an autonomous institution for the performance of their duties, except for compensation of documented expenses directly related to participation in the work of the supervisory board of an autonomous institution.

The decision to appoint members of the supervisory board of an autonomous institution or early termination of their authority is taken by the founder of an autonomous institution. The decision to appoint a representative of

² Tatiana N. Savina, "Diagnostics of the Regional Labour Market in the Format of Economic Security Indicators," in *Astra Sahvensis*, VI (2018), Special Issue, p. 929-939.

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employees of an autonomous institution as a member of the supervisory board or early termination of his powers is taken in the manner prescribed by the charter of the autonomous institution.

The Supervisory Board of the autonomous institution considers issues related to various aspects of the activity. For example, the draft plan of financial and economic activities of an autonomous institution, the proposal of the head of an autonomous institution on the completion of transactions for the disposal of property, which the autonomous institution is not entitled to dispose of independently; Proposals of the head of an autonomous institution on major transactions; issues of audit of the annual financial statements of an autonomous institution and approval of an audit organization, other.

A major transaction is a transaction involving the management of funds, the attraction of borrowed funds, the alienation of property (which the autonomous institution is entitled to dispose of independently in accordance with the Federal Law), as well as the transfer of such property for use or pledge, provided that the price transactions or the value of the alienated or transferred property exceeds ten percent of the book value of the assets of the autonomous institution determined by its accounting records the last reporting date, unless the charter of an autonomous institution is not provided for the smaller size of a large transaction.

- State institutions

A public institution is a budgetary institution that is deprived of the right to receive income from income-generating activities.

Financial support for the activities of the state institution is carried out at the expense of the corresponding budget of the budgetary system of the Russian Federation and on the basis of budget estimates.

A state institution can carry out income-generating activities only if such a right is provided for in its constituent documents.

At the same time, the revenues received from this activity go to the corresponding budget of the budget system of the Russian Federation.

The main directions of development of the social protection system

The development of the system of social protection of the population assumes the optimization of the activities of social services and the increase in the effectiveness of the work of social workers. On 1 January 2015, the Russian Federation entered into force Federal Law No. 442-FZ of December 28, 2013, "On the Basics of Social Services for Citizens in the Russian Federation", which defines the legal, organizational and economic foundations of modern social services for citizens in the Russian Federation. At the same time, Federal Law No. 122-FZ of August 2, 1995 "On Social Services for Older Persons and the Disabled" and Federal Law No. 195-FZ of December 10, 1995 "On the Basics of Social Services for Population in the Russian Federation" have lost force.

The laws withdrawn from circulation reflected the socioeconomic and legal realities of the 1990s, when the question of the market principles of the policy in the field of social services was not raised about the economic effectiveness of social

services. Significant changes that occurred in social policy, set the task to bring the sphere of legal regulation of the social service system in line with the modern stage of development of society.

Federal Law No. 442-FZ defines the transition from categorical provision of services (social service is provided to all citizens belonging to preferential categories) to the provision of services in accordance with individual need (services are determined not by belonging to a preferential category, but by the presence of circumstances that worsen the citizen or may worsen the conditions of his life).³

The principle of targeting traditionally means that certain social benefits should be provided only to those who really need them. Addressing is often interpreted as adherence to an individual approach to the client of social services, consideration of all indicators of the level and quality of his life, all factors of the external environment that directly or indirectly affect his ill-being.

This principle is contrary to many established traditions of the provision of social services in our country.⁴ The introduction of the targeted approach is dictated by the objective requirements of the time when there is a reduction (or freezing) of budget expenditures on social protection, when demographic changes entail an increase in the number of potential recipients of social services, finally, when there is a need to seriously fight social dependency. Any next wave of the economic crisis can provoke an increased demand for social assistance, but in conditions of limited budgetary resources the state may not be able to cope with increased social obligations. In these conditions, the state system of distribution of social benefits should focus on supporting the most vulnerable citizens. Mechanisms for implementing the principle of targeting, proclaimed in the mid-1990s, were developed and implemented very slowly. One of the reasons is the methodological complexity of this problem.

Revision of the structural components of the social service system

At present, the system of social services includes: 1) the federal executive body, which exercises the functions of elaborating and implementing state policy and regulatory and legal regulation in the sphere of social services; 2) the state authority of a constituent entity of the Russian Federation authorized to exercise the powers provided for in this Federal Law in the field of social services; 3) the organization of social services, which are under the jurisdiction of federal executive bodies; 4) social services organizations, which are under the jurisdiction of the subject of the Russian Federation; 5) non-governmental (commercial and non-profit) social service organizations, including socially-oriented non-profit organizations that provide social services; 6) individual entrepreneurs performing social services.

- The development of information openness of suppliers social services

³ *The handbook of the social worker on the implementation of the federal law of December 28, 2013 No. 442-FZ "On the bases of social services for citizens in the Russian Federation"*, Moscow, IDPO SDZN, 2015, p. 2.

⁴ S. G. Karepova S. G., Karabulatova, V. S. Novikov, S. V. Klemovitsky, D. I. Stratan, A. E. Perova, "New Approaches to the Development of Methodology of Strategic Community Planning," in *Mediterranean Journal of Social Science*, VI (2015), no. 6, p. 357-364.

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Social service providers should create publicly available information resources that contain information on the activities of these providers and ensure access to these resources by placing them on information stands in the premises of social service providers, in the media, in the Internet, including the official website of the organization of social services.

- Creation of an individual program for the provision of social services

An individual program is a document that indicates the form of social services, types, scope, frequency, conditions, terms of providing social services, a list of recommended providers of social services, and social support activities. The individual program is made based on the citizen's need for social services, revised depending on the change of this need, but at least every three years. Revision of the individual program is carried out taking into account the results of the implemented individual program. Individual program for a citizen or his legal representative is advisory in nature, for a provider of social services - mandatory.

- Three forms of social services

Social services are provided to their recipients in the form of social services at home, or in a semi-permanent form, or in a fixed form. Social services in a semi-permanent form are provided to their recipients by the organization of social services at certain times of the day. Social services in the inpatient form are provided to their recipients at a permanent, temporary (for a period determined by an individual program) or a five-day (per week) 24-hour stay in the organization of social services.

- Identification of eight types of social services

To recipients of social services, taking into account their individual needs, the following types of social services are provided: 1) social services aimed at supporting the life of recipients of social services in the home; 2) social and medical, aimed at maintaining and preserving the health of recipients of social services through the organization of care, assisting in the conduct of recreational activities, systematic observation of recipients of social services to identify abnormalities in their state of health; 3) socio-psychological, providing assistance in correcting the psychological state of recipients of social services for adaptation in the social environment, including the provision of psychological assistance anonymously using a telephone hotline; 4) socio-pedagogical, aimed at preventing deviations in the behavior and development of the personality of the recipients of social services, the formation of positive interests (including in the sphere of leisure), organizing their leisure, assisting the family in the upbringing of children; 5) social and labor, aimed at assisting in finding employment and in solving other problems related to labor adaptation;⁵ 6) social and legal, aimed at providing assistance in obtaining legal services, including free of charge, in protecting the rights and legitimate interests of recipients of social services; 7) services to increase

⁵ Cf. Svetlana A. Sergeeva, "Sustainable Socio-Economic Development of the Country Using the Results of Statistical Analysis of the Public Procurement Volume," in *Astra Salvensis*, VI (2018), Special Issue, p. 149.

the communicative potential of recipients of social services with disabilities, including children with disabilities; 8) urgent social services.

- Implementation of an independent assessment of the quality of service delivery

An independent assessment of the quality of service delivery by social organizations is a form of public control and is conducted to provide social services recipients with information about the quality of service delivery by social service organizations, and to improve the quality of their activities.

An independent assessment of the quality of service delivery by social service organizations provides for an assessment of the conditions for providing services on such general criteria as the openness and accessibility of information on the organization of social services; comfortable conditions for the provision of social services and the availability of their receipt; waiting time for the provision of social services; goodwill, politeness, competence of employees of social service organizations; satisfaction with the quality of service delivery.

- The introduction of the register of suppliers and the register of recipients of social services

The register of providers of social services is formed in the subject of the Russian Federation. Inclusion of social organizations in the register of providers of social services is carried out on a voluntary basis. The register of social service providers in the subject of the Russian Federation is posted on the official website of the authorized body of the subject of the Russian Federation in the Internet in accordance with the requirements of the legislation of the Russian Federation.

The provider of social services from the moment of its inclusion in the register of social service providers is responsible for the reliability and relevance of the information contained in this register.

The register of recipients of social services is formed in the subject of the Russian Federation on the basis of data provided by providers of social services.

- Financial security

The sources of financial security are: 1) budgetary funds of the budgetary system of the Russian Federation; 2) charitable contributions and donations; 3) the funds of recipients of social services when providing social services for a fee or a partial payment; 4) income from entrepreneurial and other income-producing activities carried out by social service organizations, as well as other sources not prohibited by law.

- Pay and free of social services

Social services in the form of social services at home, in semi-permanent and inpatient forms of social services are provided free of charge: 1) to minors; 2) persons affected by emergencies, armed interethnic (interethnic) conflicts. Social services in the form of social services at home and in a semi-permanent form of social services are provided free of charge if on the circulation date the per capita income of the recipient of social services calculated in accordance with the regulatory legal acts of the Russian Federation is below the threshold value or equal to the limit of per capita income for the provision of social services free of charge, established by law of the subject of the Russian Federation.

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Regulatory legal acts of the subjects of the Russian Federation may provide for other categories of citizens to whom social services are provided free of charge.⁶

The size of the limit value of per capita income for the provision of social services is established free of charge by the laws of the subject of the Russian Federation and can not be less than one and a half times the subsistence minimum established in the constituent entity of the Russian Federation for the main socio-demographic groups of the population.

- State and public control

The provisions of Federal Law No. 294-FZ of December 26, 2008 "On the Protection of the Rights of Legal Entities and Individual Entrepreneurs in the Conduct of State Control" apply to relations related to the exercise of state control (supervision) in the sphere of social services, organization and conduct of inspections of social service providers, (supervision) and municipal control ". Regional state control in the sphere of social services is carried out by the authorized body of the subject of the Russian Federation in the manner established by the state authority of the subject of the Russian Federation.

Public control in the sphere of social services is carried out by citizens, public and other organizations in accordance with the legislation of the Russian Federation on the protection of consumers' rights.

The bodies of state power of the constituent entities of the Russian Federation, within the established competence, provide assistance to citizens, public and other organizations in the implementation of public control in the sphere of social services.

Conclusion

In modern conditions, individual work with a person gets a new round of development, formalized in new methods of diagnosis and planning of social services. In this case, the most important is the preservation of flexibility in working with the recipient of social services, ensuring the possibility of prompt review of the conditions and methods of providing social services.⁷ Mechanisms are provided that guarantee the freedom of choice of the recipient of social services and the equality of providers of social services.⁸ It is assumed that all this will allow to expand the range of social services received by citizens and in the competitive

⁶ I. N. Chuev, T. M. Panchenko, V. S. Novikov, O. A. Konnova, N. G. Iraeva, I. S. Karabulatova, "Innovation and Integrated Structures of the Innovations in Modern Russia," in *International Review of management and marketing*, VI(2016), no. 1, p. 239-244.

⁷ O. A. Koryakovtseva, O.A. Doronina, I.I. Panchenko, T.M. Karabulatova, I.S. Abdullina, "Research of category "Motivation" as a basic tool of personnel management", in *International Review of Management and Marketing*, VI (2016), no. 1, p. 293-299.

⁸ N. R. Saenko, A. A. Sozinovam, I. S. Karabulatova I.S. Akhmetov, O. V. Mamatelashvili, E. E. Pismennaya, "Research in Action Integrated Marketing Communications as the Elements of Information and Virtualization Market Relations," in *International Review of management and marketing*, VI (2016), no. 1, p. 267-272.

struggle to ensure a higher quality of their provision. Despite the measures taken by the state, there are socio-economic and demographic problems that must be taken into account when forecasting the development of the social protection system in the context of improving the legal and economic status of state social organizations:

1. Aging of the population, accompanied by an increase in life expectancy, as well as an increase in the number of people over working age and their proportion in the total population of the capital. This will require, first of all, the introduction of new types of social services (for example, accompanied accomodation), the increase in the volume of services in general, provided to older citizens, and the cost of their financing from budgets of all levels.

2. Decrease in the number of persons under working age, which entails the need to stimulate the birth rate in the current demographic situation, which in turn will require an increase in the volume of social support for the family and children, both in cash, in the form of benefits, in kind, and in the form provision of social services and a corresponding increase in the cost of their financing.

3. Preservation of certain negative social phenomena, such as: material unhappiness, manifested in poverty (the proportion of people who have incomes below the subsistence minimum) of a part of the population; social unhappiness associated with family conflicts, social orphanhood, homelessness and neglect; disability, including child; alcoholism, drug addiction, etc.

The rules and regulations of social protection of the population directly depend on the regulated law and the direction of this type of support to the population. The basis of state social guarantees is a minimalized social standard that determines the living conditions of people.

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