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The Formation Of The System Of Social Welfare For The Population Of Russia On The Example Of The Kursk Region.

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ABSTRACT

The current social situation dictates the need for further development of the social welfare system in Russia, which will be adequate to the modern-day conditions. At the same time, the views in Russia on this system were not always unambiguous and they also underwent changes alongside with the development of the society. Nowadays, social welfare for the population is seen as an important sphere of social policy and an element of social peace. At the same time, it has always touched upon many categories of citizens who needed support from the state. This social welfare has become in Russia a guarantee of observance of social rights and basic liberties of a person and a citizen. The system of social welfare is created to cover all the interests of Russian society. It is true as well for the Kursk region, where local social welfare systems have not been formed immediately. The region authorities gradually came to understand the need for general and psycho-neurological boarding schools, social rehabilitation centers for minors, centers for helping families and children, medical and social rehabilitation centers, social shelters for children and adolescents, and social and professional centers. Evaluating the development of the social assistance system in the Kursk region, it is necessary to learn the lessons of history and ensure the further development of this system in strict accordance with the current needs of the society.

Keywords: social welfare, Russia, the Kursk region, population, society.

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INTRODUCTION

The progressive development of the society was always accompanied by the uprising and worsening of various social problems [1]. In the course of Russian history the preservation of the health of the elderly [2,3], the prevention of hereditary pathology [4,5,6], the control of non-infectious diseases [7,8], especially cardiovascular [9,10] and exchange pathology [11,12] were considered to be very serious ones. Particular attention in Russia was paid to the problem of preserving children's health [13]. The low material wealth of the main part of the population of Russia [14] has always been the reason of an additional increase in the pathological population affection [15,16], especially with aging [17,18], and of a sufficiently high level of disability [19, 20] and mortality from various causes [21,22].

The current social situation requires further development of the social welfare system in Russia, adequate to the going conditions [23,24]. At the same time, views on this system were not always unequivocal in Russia and they also underwent changes alongside with the development of the society [25,26].

Nowadays, it is recognized that social welfare of the population in Russia is one of the key aspects of social policy oriented towards social protection of the population. It is related to the activities of social protection managerial bodies and relevant social services aimed at providing social services, ensuring social adaptation of citizens in crisis situations [27].

Social support is a complex activity system with numerous types of links and relationships between its individual elements, blocks and parts. At present, the links between the elements of this system have internal ordered structure and focus on the implementation of actions for social peace, social adaptation and social rehabilitation within the framework of legislation [28]. In Russia it is based on a number of needs of the society. Those are the need for redistribution of public goods, the need for social risks protection, the need for the recovery conditions of the most vulnerable groups of the population, the need for the control of deviant behavior of a certain category of the population; the need for an individual approach to the provision of social services. To create an adequate model of social welfare and to train professionals for its realization, it is necessary to comprehend the accumulated experience of this work in Russia [29].

In this regard, the following goal is set: to consider the establishment of a system of social welfare in Russia by the example of the Kursk region.

The formation of a system of social welfare after the revolution.

Traditions of assistance and charity have emerged and developed in Russia since the beginning of the formation and strengthening of the Orthodox Church. With the foundation of the first monasteries in Kursk, charity has become an important activity of the Orthodox Church. By 1913 there were 65 charity houses and 7 night shelters in the province. The expenses on social insurance were estimated at about 10,700 rubles [30].

On March 23, 1918 the Kursk province commissariat and county commissariats of social welfare were established. And in July of 1918, the Kursk province commissariat of social welfare was reorganized into the Social welfare department of the Province executive committee. At the same time the county commissariats of social welfare were reorganized into the social welfare departments of the county executive committees. At the end of the year a residential care home for disabled people was opened in the city of Kursk and in the following years it was transferred to the Sudzha region. At the same time prosthetic and orthopedic appliances workshops were opened, where teams of enthusiasts were eager to help people who lost limbs.

In view of the variety and complexity of the problems of social welfare, the social welfare authorities were granted an independent status again in April 1920. At the same time, a new decree on social welfare was adopted, securing further expansion of the state's care in the field of social welfare.

The new economic policy put forward new principles and methods of work and defined a different approach to the issue of social welfare. These factors caused major changes in the very system of social welfare authorities. The solution of such a problem as social education of street children required a special network of institutions.

The protection of maternity and infancy duties has passed to the Province department of public health, the protection of childhood was given to the Province department of education. The Province department of social welfare was in charge of providing the war disabled veterans and disabled workers and helping the poor peasantry. By the end of 1920 the Province department of social welfare had the following offices: the pensions and allowances department, the rationing department, the department of recycling, the department of part-time labor, the economic department, the secretariat, the accountant department and the committee of assistance to the victims of the counterrevolution. However, in November 1922, according to the instructions of the People's Commissariat of social welfare, the staff of the Province department of social welfare was reduced to 21 people of three departments: the general department, the financial department and, the social security department.

In 1923 the Province department of social welfare was reorganized. The general department and the financial department were united into the administrative department. The social security department was divided into the Province administration of social security institutions and the Province peasant department [31].

In 1926 the department for the city of Kursk was recovered from the Province social security department.

In the same year a vocational school for the leaders of the Blind Association was opened. In 1938 a group for the blind musicians was formed, on the basis of which a music school for the blind was organized. In 1954 it was converted to a music boarding school for the blind, which is still one of the best educational institutions in Russia for the visually handicapped.

In 1928 the change in the administrative-territorial division led to the liquidation of the Province social security department. Its duties were passed to the district social security departments. The system of local authorities in the Kursk region was founded on other principles. All institutions, including the county social welfare department, were reorganized into inspections.

In 1934 as a result of further administrative and territorial reforms, the Kursk region was created and then the Kursk regional department of Social welfare replaced the inspection [32].

Thus, at the very beginning of the republican form of government in Russia, the work on social assistance to the population was intensified that ensured the overcoming of many social ills of that time.

Development of the social welfare system during the war and the Soviet period.

At the beginning of 1941, the Kursk regional department of social security had the following sub-departments: the state security sub-department; the economic planning and labor training sub-department; the special sub-department; the sub-department of kolkhoz mutual benefit fund; the account sub-department and the administration. For the time of the Great Patriotic War, the managerial bodies, responsible for the provision of pensions and household arrangements for the families of servicemen and the privates and junior commanders of the Red Army and the Navy killed in battle, were singled out as an independent structure. During the War this department was in evacuation. Only in February 1943 the regional department of social security returned from the evacuation. By the end of this year it kept in hand, 5 residential care homes for disabled people, a vocational and technical school for the disabled in Kursk, 66 district social security departments, 2 city departments, 4 departments of the city of Kursk and a medical and labor expert commission.

The regional managerial bodies established a department for social security and servicemen family housing (the Social security department). This department operated in parallel with the regional department of social welfare. After the end of the Great Patriotic War the Social security Department was liquidated and its functions were transferred to the Kursk regional department of social security.

In 1949-1953 the Kursk regional department of social security had the following sub-departments: the administration, which included the senior inspector of medical and labor expertise, the senior inspector for personnel and the inspector for prosthetics; the pension sub-department; the sub-department of labor and

household accommodation; the sub-department of social security institutions; the planning sub-department; the accountant sub-department and the sub-department of kolkhoz mutual benefit fund [33].

In the Soviet period of history among the institutions of social services in the Kursk region, as in other regions of the USSR, there were only boarding schools for the elderly and the disabled. So in 1952 in the Kursk region Shchigrovsky psychoneurological boarding house was opened, and in October 1956 a residential care home for the disabled was established in the Bolshesoldatsky district. In 1985 it was redesigned into a psychoneurological boarding school (presently existing). In the same year a residential care home for the disabled was opened in the premises of the former Olshansky distillery, which in 1974 was reorganized into a psychiatric home (presently existing).

In 1955 the new structure of the Kursk regional department of social security was approved. It included the administration, the inspector for labor and household equipment, the senior inspector of medical and labor expertise, the senior inspector for personnel, the economist and the account sub-department; the pension sub-department and sub-department of training.

In the late 50s and early 60s a new stage of development of social security started in the region. Since 1961 the functions of social security in the Kursk region have expanded substantially. According to the new regulation these functions included the appointment and payment of pensions, the provision of medical and labor expertise, the employment system and vocational training for the disabled, the material and welfare services for pensioners, mothers of many children and single mothers, and the provision of prosthetic and orthopedic appliances. In 1964 of the new laws concerning pensions and allowances fixed a universal state pension provision for the members of the collective farms. The socio-economic situation was the objective factor that determined the direction of the industry's work, which was constantly forced to increase the volume and develop the social security system, involving the state in resolving the issues of redistributing resources in favor of the elderly as a special group of the population, effectively ensuring their social security during the reform of the system. Such a system of social security existed until the reforms of the second half of the 1980s and the collapse of the USSR [34].

Thus, post-war time and the period before the end of the USSR's existence are characterized by the active development of social services on the territory of the country, which has ensured the eradication of many social problems.

The establishment of the system of social welfare in the Russian period.

Since the beginning of the 1990s the country's economic development has declined to 1.3%. During the 1990s the unemployment rate remained stable (11-12%); it had a stagnant character, and its average duration increased. The growth of the deficit of the social security budget accelerated because of the growth of people who received various social benefits and the impact of such demographic factors as the reduction in total fertility and the increase of the average life expectancy of the population. At the same time, the process of aging was accompanied not only by the increase of the proportion of older people, but also by the decrease of young people [35].

Based on the above stated, there was a need to reform the social sphere, as the former Soviet system of social security couldn't function in the new socio-economic conditions. In 1993 the "Conception of the development of social services for the population in the Russian Federation" was accepted. This document, in fact, marked the transition from the social security system to the social protection system existing in foreign countries. The mechanisms of social protection, used in countries with a high level of economic development, could not be mechanically applied in Russia. It was necessary to find adequate to the Russian realities ways. In Russia the system of social protection was formed on the basis of a combination of Soviet forms of social security and a mechanism for the provision of social services.

In the mid-1990s, federal laws "On veterans", "On the foundations of the public service of the Russian Federation", "On social services for the elderly and the disabled", "On general principles of the organization of local government in the Russian Federation", "On the social protection of the disabled in the Russian Federation", "On the basis of social services for the population in the Russian Federation", as well as the relevant regulations of the Government of the Russian Federation on the development of social services in the

country, which significantly stimulated the development of the social services network [36].

In accordance with the Presidential Decree No. 75 of February 22, 1991, No. 265 of December 11, 1991, and the Decree No. 2 of the Kursk Oblast Administration on December 18, 1991, the Kursk regional department of social security is transformed into the regional committee for social protection of the population of the region. This committee was in charge of the appointment and payment of pensions and benefits, social, labor and medical rehabilitation of the disabled, social protection of veterans, the elderly, citizens discharged from military service, and their families, needy families, orphans, disabled children. It was also in charge of the development of the network of institutions of social protection of the population and the equipment of the system with computers [37].

The resolution of the Head of the regional administration No. 316 of 14.04.94 approved a new staff schedule of the Committee for social protection of population of the region, which added a newly organized department for the affairs of the family, women and children, and assigned responsibilities for ensuring interaction in the work of state and other organizations, provided psychological, educational, social and other assistance to families, mothers and children, supported families in the transition to market relations, maintained the minimum subsistence level, organized the rehabilitation of persons belonging to the social risk group, protected their rights and prevented the neglect and crime [38].

In addition in the 1990s the system of social services for the population of the Kursk region was formed. The institution of social services was based on a number of key needs: the need for redistribution of public goods, the need for obtaining various types of social services, the need for the protection from the instability of the socio-economic situation, the need for the control of the deviant behavior of a certain group of the population, the need for the individual approach to the provision of social services, the need for the implementation of the model of cooperation: the need for the social sphere within the frame of social work, the need for the education of qualified personnel of social services, the need for the management of social processes of the stratification of society, and so on.

There were formed branches of social assistance at home for the lonely elderly and the disabled in order to fulfill the "Care" program since 1991 in every district of the Kursk region. Moreover, a social home service center was established in the city of Kursk.

According to the resolution of the Head of Administration of the Kursk Region, on November 1, 1993, No. 317, an additional department was created for the social protection of servicemen dismissed to the reserve and members of their families.

In order to provide quality medical care for the disabled in 1993 the regional medical and social rehabilitation center named after St. Theodosius Pechersky was opened [30]. The center had a treatment and rehabilitation department for adults with mental and physical development defects for 60 beds, a department for children with mental and physical development defects for 75 beds (including 25 beds for accompanying people).

In the 1990s social care institutions for the family and children appeared in the social protection system of the region [31]. In the city of Kursk in 1995 the regional center for social assistance to families and children (50 beds) and an inter-district center for social assistance to families and children (30 beds) in Shchigry were opened. On January 22, 1996, the interregional center for social assistance to families and children (30 beds) was opened in Lgov, on November 15, 1996 a similar center was opened in Solntsevo, and on January 15, 1997 a center was opened in Zheleznogorsk.

In 1995 14 social stores with social support funds for the most vulnerable citizens were established. In 1995 the Coordinating council of the regional association of social service workers was formed in the region, which united 39 public organizations, such as the Regional Council of Veterans of War and Labor, the Armed Forces, the Regional Committee of the Red Cross Society, the Regional Administration of the All-Russian society of the disabled, the Kursk orthodox diocese, the department of Peace Foundation and others.

In November 1996 the management structure of the Kursk region was changed. The post of the Deputy Head of the Kursk Oblast Administration on issues of social protection of the population was approved

with the submission of the Committee for Social Protection of the Population of the Kursk Oblast Administration. It was subsequently renamed to the Deputy Governor of the Region on issues of social protection of the population.

In February 1999 in connection with the ongoing reorganization of the management system of the Kursk region, the regional committee for the social protection of the population of the regional administration was reorganized into the Social security committee of the Kursk region government. At the same time within the framework of the program of preparation for the 55th anniversary of the Victory in the Great Patriotic War of 1941-1945 32 integrated centers of social services for the population were established in the region. In 2000 30 such centers were established. In September 2000 an agreement was signed between the governor of the Kursk region and the chairman of the Pension fund of the Russian Federation on the transfer of authority for the calculation and payment of state pensions and a material and technical resources [28].

In the early 2000s the system of social protection of the population of the region developed rapidly. By 2007 the Committee for social security of the Kursk region managed and coordinated the activities of 57 regional state institutions under its jurisdiction including 13 inpatient social services for the elderly and the disabled, 33 district and city social service centers, 7 institutions for social assistance to families and children, the regional medical and social rehabilitation center named after St. Theodosius Pechersky, Kursk vocational school, Department of technical supervision over the capital construction and repair of social security facilities under the Social security committee of the Kursk region, the department of social payments.

In order to improve the results the committee developed the regional target program "Social support for the disabled in the Kursk region for 2006-2008" and the subprogram "Children with disabilities" of the regional target program "Social support and improvement of the situation of children in the Kursk region" for 2007-2010. This program included activities related to all issues in the sphere of social protection of the disabled, including the development and improvement of the activities of rehabilitation institutions, the strengthening of their material and technical resources. The Committee plans to participate in the development of the draft law of the Kursk region "On ensuring unhindered access of persons with disabilities to the objects of social transport and engineering infrastructures in the Kursk region" and with the aim of providing comprehensive rehabilitation of disabled people and their integration into society, the issue of creating a regional rehabilitation center for disabled children [27].

Nowadays the existing benefits of social services and social support provided through social protection agencies affect the interests of more than half of the region's population. Annually more than 100 thousand of the elderly, the disabled, citizens who find themselves in difficult life situation receive social services in centers (complex centers) of social services. On average about 2 thousand of the elderly and the disabled receive care in 13 stationary social services institutions [33]. The number of families covered by social patronage in 2017 was 13,600 [34].

Thus, during the period of social reforms in the late 20th and early 21st centuries, the system of social welfare for the population continued to develop in the Kursk region of Russia, which in those years underwent a number of transformations that a changing social situation required.

CONCLUSION

Social support of the population is an important sphere of social policy. In Russia it has always been viewed as an important element of social peace. At the same time it affected many categories of citizens who needed support from the state. The provision of this social support gradually began to be considered in Russia as a guarantee of observance of social rights and freedoms of a person and a citizen. The system of social support is built to help all who need it and meets the interests of the society itself. All this is true for the Kursk region, whose regional social support systems have not been formed immediately. Gradually they came to the understanding that the region needs general and psycho-neurological boarding schools, social rehabilitation centers for minors, centers for helping families and children, medical and social rehabilitation centers, social shelters for children and adolescents, and social and professional centers. Evaluating the development of the social assistance system in the Kursk region, it is necessary to learn the lessons of history and ensure the further development of this system in strict accordance with the current needs of the society.

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