

REGULATION OF SOCIAL DEVELOPMENT THROUGH ACTIVE POLICIES

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Abstract: The importance of social policy for the EU as a whole and for each member state individually, including Bulgaria, stems from the fact that social policy does not exist and develop independently and in isolation from other scopes of activity of the Union, but complements and unites all other EU policies. In this sense, it can be defined as a key policy for the overall development of the EU and the member states. Social problems already exist not only in the legislation field. We can point the Lisbon strategy as an example, which aims at economic, social and environmental renewal of the EU, as the economic development should not come at the expense of the social development, but the policy in terms of social development should contribute to economic development as well. In the early stages of development of the EU, social policy is seen as an extension and complement to the economic policy, as social and employment objectives are expected to be achieved automatically in the process of economic development. This leads, however, gradually to the realization that the economic integration is not an independent process, it has an important social aspect and it is more than necessary to combine the economic and social policy even to a greater extent. The enlargement of the EU and sharpening of social problems and unemployment in many member states bring the social policy and the idea that it is essential for the process of European integration to the fore. Economic and social policies complement each other and are aimed at building a society in which there is no isolation. It is hardly a coincidence that the motto of the EU, set forth in the new Treaty establishing a Constitution for Europe, is “United in diversity”, which emphasizes once again the importance of social policy for the development of European society. These are namely the reasons why we focus on social policy in its entirety and specifications. On the one hand, the development of this problem is directly related to the development of the processes in the EU and it is indicative of the degree of maturity of the Union and European society. On the other hand, the issues considered in the scientific work affect the interests of all of us. Social policy and employment are an area of great importance for Bulgaria. The complicated economic situation in the country during the transition period leads inevitably to severe social problems and tension. Along with solving the economic problems of the country, the solving of the social problems is of priority as well. A reason for this is the fact that only when there is social justice, security and peace for tomorrow in one society and the standard of living is high and stable, the public body functions properly and correctly. In this sense, one of the tasks is to show that in the process of EU accession Bulgaria managed to achieve the objectives of social policy and employment policy, which generally can be defined as: tackling social inequality and poverty, social exclusion and unemployment.

Keywords: Bulgaria, social programming, stimulating social activity, regulation of social development.

As predicted by Robert Schuman, the unification of Europe is not a single act but a long and difficult process that requires a lot of efforts, energy and will. For nearly half a century, European countries reach an unprecedented high level of cohesion. The development and implementation of general social policy and employment policy, which the current paper is dedicated to, contribute to this as well. Admirable research papers have been devoted to the theory and practice of the indicated challenges, as seen by the enclosed reference. We abstain from stating a specific name or paper, in order not to miss and thus unconsciously offend any of the

prominent authors in this field. Nevertheless, we have consciously used them as a starting point for writing this work.

The problems in this area are both familiar and provide scope for new research and interpretations relevant to the new social environment — dynamic and limited in terms of resources. The contradiction between the growing social demands and the limited resource capacity of our country makes objective the need for an active social policy based on social development, social inclusion and social adaptation to dynamic changes in the social environment. They are determined by the economic potential, economic growth rates, nominal gross domestic product as a basis for accumulation of budget revenues and meeting public expenditure for social activities.

The subject of study of this monograph is in the need to introduce social management, based on the requirements for economy, efficiency and effectiveness, transparency and adequate social responsibility, the formation of a functioning active labor market through ongoing active social policy and implementation of effective social programs, relevant to the changes in the social environment. The object of the scientific research is social programming, social activity and social adaptation as a basis of active social policy and effective social management in a dynamic social environment. The aim of the studies is the creation and verification of a theory of active social policies for a working active labor market, which should serve as a basis for the practical implementation of the system for effective social management in the dynamically changing social environment.

We believe that the theory of active social policies should meet the following requirements:

- to systematize theoretical research works and best practices in the management field and to generate new knowledge concerning social management in the changing social environment;
- to not allow logical and formal contradictions in the statements, principles, approaches and management models of the social policies;
- to be justified, provable, verifiable, reliable, relevant and reliable;
- to be generally valid to a sufficient extent and to be used for the formation of a functioning labor market in an environment of dynamic changes and resource constraints;
- to enable the increase of the efficiency and the generation of benefits from the transformation of resources in social skills in the implementation of competitive advantage for achieving the objectives of the social management.

Achieving the objective of this study is implemented through solving the following private research and development tasks:

1. Study and assessment of the effectiveness of social programming as a basis for socio-economic regulation.
2. Analysis of social activity as a basis for building a functioning labor market and creation of a process model for active labor market, compatible with the challenges of the changes in the social environment and European integration processes.
3. Exploring the possibilities of the social adaptation as an element of the active social policies and the development of models for social adaptation based on the management of competency and competence.

The thesis is based on the research and analysis of social programming and social activity to develop a reliable and useful process model of a functioning active labor market, to create a national program for successful social adaptation of the discharged from the Bulgarian army servicepersons and the members of their families, based on the management of competency and competence through the applicability of traditional and specific approaches for the assessment of social and economic efficiency of social programming.

The scope of the research targets is: theoretical and experimental; temporal: 2000–2014; management levels: national and regional; scope: social programming policy, social activity and social adaptation; conceptual apparatus: the range of the used means of expression (people, personalities, human resources, employees, employers) has been used in the sense of human resources and their management as part of the resource management; resources: material, financial, human, informational resources; causes and effects: depending on the dynamics of the social environment, “Europe 2020”, the Convergence Program of the Republic of Bulgaria 2014–2017, the European Structural Funds.

For greater specificity and significance of the paper, the studies have been carried out under certain permissible restrictions. They are caused by the multispect character of the social programming, social activity and the process of adaptation. For the purposes of this work, the focus is on the effectiveness of the social programs, the transformations in the labor market in the pre-accession period and after the country’s accession to the euro structures, the social adaptation of servicepersons, discharged from military service. The information basis of the analytical calculations concerning the social adaptation of servicepersons, discharged from military service is limited to the period 2000–2004, due to missing statistics in subsequent periods on their social adaptation. The regulations of the studied issues are aligned as of the end of 2014. The process model for a functioning active labor market is limited to the “Labor offices” directorates and the Employment agency. The

specific technology of social adaptation of servicepersons, discharged from military service is limited to the technology of socio-pedagogical and socio-psychological adaptation and the technology of rehabilitation training/retraining. The model for assessment of the competence in carrying out the selection of a free job position as part of the program for social adaptation of servicepersons discharged from military service, has been developed on grounds of key competence when entering the system, without specifying the specific skills for a particular job position.

The used research methods for solving the tasks in achieving the set objective are classified into two groups:

- theoretical methods: systematic, economic and managerial approaches, interdisciplinary approaches, the approach for social programming; risk theory, probability theory, tools of mathematical modeling, system analysis and synthesis, comparison, specification, generalization, induction and deduction, theory of process management and other known social and scientific methods and tools;
- empirical methods: observation, measurement, expert assessment, predicting, data processing using mathematical and statistical methods and methods of the probability theory, Excel, etc.

In order to facilitate the use and the clear illustration, the obtained final results (charts, graphs, statistical and graphical interpretation of the studies) are indicated in a completed form.

As a starting point in the development of this work, the regulations relating to the research in it have been used. The ideas of contemporary theorists of management and economics have been used, presented in scientific and journalistic publications, books, articles and of leading specialists in the practice of social management and active social policies. According to the specifics, accuracy and reliability, verbatim texts of these sources have been used in some parts of the statement. Gained knowledge and experience are also in support of the research and analysis.

The purpose and research tasks of this paper also suggest its construction. In the first chapter, the place and role of social programming for public management as an intermediate stage between planning and budgeting in the implementation of the social policy have been studied. The emphasis is on the social program, as a product of social programming and an instrument for solving of socially important problems, according to their resource commitment, performers and terms for solving complex of tasks and measures. Consistency and complexity of the relationship between economic and social effectiveness of social programming is determined by the methodological principle, which states that the realization of the social program becomes in itself a catalyst for effective socio-economic development. The criteria for evaluating the effectiveness of social programming in the context of management by results, according to the principle “what-if”, according to social priorities stemming from the dynamic changes in the social environment, have been outlined. By this, the first research task of this paper has been solved.

The second chapter is devoted to the multi-aspect character of the social activity in a dynamic social environment. The social activity of the human factor as a key to the social management and the implementation of an effective social policy through the maintenance and development of adequate to the changes in the social environment capabilities for public relations harmonization, have been outlined. The strategic benefits of the active social programs, as a system of social projects with direct feedback from social interaction that determines the adaptive capacity of the components of the program to the changing requirements to it, have been clarified. The methodology for their development has been shown. The specifics of an active social program for human resource development and the components of the mechanism for activating the social programs have been studied. In support of this is the analysis of the results of the implementation of the “Human Resources Development” Operational program in the labor market field and its contribution to the construction of a functioning labor market.

The place and the role of the employment services have been outlined in the context of the Common strategy for the future, approved by the European public services in response to the challenges of the dynamic changes in the social environment and in compliance with the requirements of the strategic development framework of “Europe 2020”. The effects of the impact of the active policies on the labor market have been analyzed, as an overview of the conceptual apparatus, the characteristics and the main flows of the labor market has been made. The structure of the labor market has been studied. The development and restructuring of the labor market for providing employment have been analyzed, as the focus is on the nature of the transition processes towards active labor market and structural changes in the employment of the Bulgarian market. The policies of building a functioning labor market and employment in the context of European integration in the pre- and post-accession periods have been studied. If in the early periods of development of the labor market its policies aim primarily at tackling the effects of the economic reforms on employment, the policy of the labor market today has a pronounced active character and is aimed at influencing processes or formation of behavior among target groups according to pre-planned targets. Therefore, the functioning labor market in the country is an adequate mechanism of the market environment. In support of this is the fact that the conducted policy

complies increasingly with the existing relationships and interactions between the periods of development of the economy and the labor market. The possibilities to streamline the management decisions for effective social policy have been justified, as a process model of the “Labor offices” directorates has been developed on the basis of defined technological processes, detailed metric measurement of activities in the Employment agency, aiming at their standardization and determining the necessary resource security of the processes.

In chapter three, the social adaptation as an element of the social policy has been studied. The multi-aspect character of the social adaptation as an adaptability to the changes in the social environment has been studied. The “social adaptation-socialization” correlation has been examined, in response to the balance of the individual and the social community, filled with social content. This answers the question what makes the process of socialization part of the process of social adaptation. The importance of the needs, motives and values of the person, their experience, psychological characteristics and orientation as a manifestation of identity in response of the “person social environment interaction” has been outlined. A focus has been put on the specifics of the social adaptation of servicepersons, discharged from military service whose effectiveness is directly dependent on the technology and specifics of the process of adaptation to the civilian society at the different levels and phases of competence, successively turning into a logical sequence through the different stages of the adaptation process.

Knowing the psychological and professional aspects of the social adaptation of servicepersons, discharged from military service and the members of their families lies in the basis for the creation of a methodology for social adaptation and achievement of a life balance for the studied category, according to the new conditions of life activity in the interaction between the various structures and authorities involved in this process at different levels. The Bulgarian experience in the social adaptation of servicepersons, discharged from military service and the members of their families has been analyzed, which is in support of the common actions of the government, non-government, (non-budgetary) and investment systems for professional orientation, rehabilitation training (retraining) and job placement. The practical realization of the program “Social adaptation and economic integration of servicepersons, discharged from military service in civil society” unequivocally demonstrates the existence of a specific and well-constructed document with clearly defined activities, the implementation and results of which are counter-indicative to the best practices and performance criteria.

The strategic decisions for the timely and effective social adaptation of servicepersons, discharged from military service, are supported by the creation of a complex model containing the outlined principles of personal-social-action approach, integration, pedagogy, socio-cultural tendency and scientific validity, of an algorithm of the model for social and psychological support of servicepersons, discharged from military service and the members of their families and a competency model that reflects the key competences, in accordance with the European Qualifications Framework and the “Lifelong Learning” Program, in response of the requirements of the business structures and the labor market in a dynamic environment of socio-economic development. The great interest in the studied problems, the rapidly changing social environment, lessons learned from past, problems of the present and hope for the realization of the future, allow outlining the contribution of this scientific work. New knowledge and skills are generated to enhance the effectiveness of the social policies of the modern state, based on social development, social activity of human factor and social adaptation to changes in the environment – dynamic, often unpredictable and risky.

The creation of a methodology for streamlining the management of socio-economic processes in the dynamic business and social environment in the implementation of the active social policies, their resource commitment in real time based on a reasonable balance between stated intentions and provided opportunities, enriches the existing knowledge and skills in the theory and practice of social management. The studies indisputably prove that the social management as a theory and practice is part of the common management process of socio-economic development of our country. In support of this statement is the fact that the rationalization of management decisions on the effectiveness of the active social policy are determined by the state of the economy, economic growth, gross domestic product, functioning labor market in the changed society. The categorical apparatus, principles and approaches to conducting active social policy have been enriched. Significant regularities that support the predictability and adaptability of the social policies to changes in the environment have been outlined.

The social programming as a social phenomenon, as well as its essence, including the definition of the basic concepts and development of the apparatus for further examination of this phenomenon, have been outlined. The created model for evaluating the effectiveness of social programming, based on the approach of organizational effectiveness, reflects the transformation of social resources necessary for the realization of active social programs of the Ministry of Labor and Social Policy in possibilities of social protection through the implementation of effective social policies, which is in support of the management by results.

The thesis has been defended that people are the key factor of social policy and with their social activity, expressed in their actions and skills, synthesize the remaining components of a country’s resources and thus turn

them into a finished product in the planning of the goals of socio-economic development, enabling an effective social policy. The adapted model of collective training and teamwork enable also the revealing of the potential of the individual and society through implementation of the active social programs for social protection in the dynamically changing social environment.

The thesis has been defended for the optimal synthesis of thoughts, ideas and objectives of the participants in the social program, whose activity is based on its unifying social idea and its contribution to building a functioning labor market as an adequate mechanism of the market environment. The created process model, based on defined technological processes, detailed metric measurement of the activities in the Employment agency, aiming at their standardization and defining the necessary resource security of the processes, the development of a model for determining the current and future potential, the updated balance between the time of each of the “Labor offices” pilot directorates and the algorithm for distribution of costs for main processes of the Employment agency enable streamlining of management decisions to improve the efficiency of the social policy, conducted by the „Labor offices” directorates, consistent with the common strategy for the future approved by the European public services.

The thesis has been defended that social adaptation of servicepersons, discharged from military service and the members of their families, is a conceptual framework and an integration indicator of the human condition, which reflects the relationship of the person with the social environment, expressed by the “social adaptation – socialization” correlation. The scientific expertise platform of the adaptation process has been justified and proven and an algorithm of the model to enhance the effectiveness of the social adaptation of servicepersons, discharged from military service, has been proposed.

The model for social and psychological assistance of the servicepersons, discharged from military service and their families, has been adapted, as a basis for the creation of an adaptation program of the researched category of adapting people, corresponding to the dynamic changes in the social environment and the efficiency criteria. A comprehensive model for social adaptation of servicepersons of the Bulgarian army discharged from military service and the members of their families has been created. In this model, the models for social, psychological and sociopedagogical adaptation have been adapted. The validity of key competences at the entry of the system for social adaptation has been scientifically proven. On this basis, the specific competencies are defined in accordance with the job positions, on the basis of which a reasonable competence model to increase the efficiency of the process of social adaptation of servicepersons, discharged from military service, has been proposed.

A methodology has been scientifically developed for assessing the professional profiles with their associated competencies whose adaptation to the dynamic changes in the social environment is through the new quality management solutions in accordance with the new models of social adaptation as an important element in the development of national social strategy for social adaptation of servicepersons, discharged from military service and the members of their families.

We, the authors of this work, do not have the ambitions that it considers all aspects and problems of social programming, social activity and social adaptation, as elements of social policy and part of social control. Part of the problems is reflected in other our publications, other will be subject to future works. Moreover, each of the elements of the social policy could be the subject of an independent work. However, we have the ambition and believe that the research, analyzes, performance and contributions to this work, with its originality and synthesis of existing ideas and works on the studied issues, reflecting the state, the challenge and prospects of the social policy in a dynamic social environment, will rouse the interest of all who are interested in issues of social management and will satisfy the requirements of even the most pretentious reader. We expect creative critical attitude to our work. We would be thankful to accept all well-intentioned and reasonable comments and recommendations, which will lie as a basis for our future research and works.

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