

РЕСУРСЫ ГОСУДАРСТВЕННОГО И МУНИЦИПАЛЬНОГО УПРАВЛЕНИЯ В РЕАЛИЗАЦИИ СЕМЕЙНОЙ ПОЛИТИКИ

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Аннотация: Статья посвящена актуальной проблеме современности – возможностям реализации семейной политики организациями государственного и муниципального управления в условиях кризисных трансформационных процессов, затрагивающих социальную практику семьи и детства. Изменения социальной реальности отразились на качественных характеристиках семейных отношений. В статье анализируется факт воспроизводства негативной социальной практики в современной семье. Приводятся данные исследователей, иллюстрирующие не только количественный, но и качественный упадок «человеческого потенциала» России. Автором показано, что современные меры государственной поддержки семей не приносят желаемых результатов. В работе обсуждаются ресурсы государственного и муниципального управления, которыми обладают соответствующие организации. Обосновывается, что в системе социального управления в области семьи и детства преобладают социально-экономические компоненты, которые сами по себе являются внешними по отношению к семье и личности. Социально-духовный компонент как внутренний регулятор социального бытия в практике государственного и муниципального управления реализуется недостаточно. Делается вывод о наличии противоречия между позитивным социальным смыслом государственной и муниципальной, семейной и демографической политики и фактическими способами ее реализации, что способствует обесцениванию социального статуса семьи, дальнейшей деградации ее ценности в индивидуальном и общественном сознании.

Ключевые слова: государственное управление, муниципальное управление, социальное управление, семейная политика, демографическая политика, семейные ценности

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STATE AND MUNICIPAL GOVERNMENT RESOURCES IN THE IMPLEMENTATION OF FAMILY POLICY

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RESEARCH ARTICLE

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Abstract: The article addresses a pressing issue of modernity: the possibilities of implementing the family policy by public and municipal administration organizations in the context of crisis transformation processes affecting the family and childhood social practice. In Russia, changes in social reality have affected the qualitative characteristics of family relations. The article analyzes the reproduction of negative social practices in the modern family. The author cites data from researchers that illustrate not only the quantitative but also the qualitative decline of Russia's «human potential». The article considers the resources of state and municipal administration available to the respective organizations. Socio-economic factors, which are external to the family and the individual, dominate the social management system in the sphere of childhood and the family. The practice of state and municipal governance does not fully recognize the social and spiritual component as an internal regulator of social existence. The author concludes that there is a contradiction between the actual methods of implementing state and municipal family and demographic policies and their positive social meanings, which further undermines the value of the family in the individual and collective minds and lowers the social status of families.

Keywords: state administration, municipal administration, social management, family policy, demographic policy, family values

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Introduction

Management of social processes, or social management, is one of the leading tasks in the system of state and municipal organizations involved in public administration. Social management is described primarily as «the realization of the needs of social development and its subsystems» and achieving «planned status and parameters of social relations and processes»¹. In social management, it is crucial to guarantee the required progressive adjustments along with planning, designing, and developing specific solutions for new issues². The state's social structures are hierarchical, and this structure requires a foundation that guarantees the state's continued existence and ability to function, as well as serving as the source of its ongoing renewal and development. The family institution can be defined as such a source.

As a social structure, the essence of family is reflected in the intricate web of connections it has with every aspect of state and social life. Family, as a microsocium, is where population reproduction, personality formation, socialization, and the development of strong bonds and relationships between its members occur. These relationships serve as models for the fundamental relationships found in the macrosocium. Moral and ethical standards, desirable behavior models, social obligations, and the individual's rights and freedoms recognized by society are all preserved, transmitted, and consolidated within the family from generation to generation.

Family as a prototype of the state

It is difficult to overestimate the significance of family for the stability of the state. As A.V. Polosin points out, «attention to the value, cultural, and, in fact, ideological component, when not only rational and quantified goals are fixed but also behavioral chains, psychological factors, and acceptable and desirable mechanisms for achieving any goals», is necessary for the practice of management processes during the stage of change and rethinking [Polosin, 2022. P. 10]. Therefore, it is impossible for managerial procedures to completely escape interaction with the worldview structures of personality founded on value elements that serve as a person's individually meaningful and emotionally experienced facts of everyday life and «formal» social guidelines for behavior.

Being the first social interactional experience and the link between the individual and society, the family holds a prominent place in the worldview system of the individual. For an individual, family is not just a social microgroup – it is a prototype of the state. It is impossible to explain to

someone what public order means socially outside of the family (in the broad sense of the word). Therefore, it is no coincidence that family is one of the structural components of the «Pentabasis of worldview orientations» model proposed in the context of the «DNA of Russia»³ initiative. Social traditions determine the family's dominance in terms of values [Artyukhin, Ivanova, Batov, 2023. P. 192].

The state's demographic policy and the issues facing the family institution are closely related. Since a declining population detracts social stability and economic growth, most countries support families with children. The President of the Russian Federation's decrees and normative documents reflect the state's efforts to promote family and childhood in today's Russia. However, as scholars point out, «the effectiveness of support for large families in Russia is insufficient» [Smirnova, 2009. P. 100]. The socio-economic issues are also unresolved; i.e., social policy in the appropriate domain is not producing the anticipated outcomes [Family and demographic processes..., 2021; Borisenkov, Gukalenko, 2014; Nurgalieva, 2016].

State support for families: challenges in providing social protection for families and children

The topics related to state support for families are also relevant for foreign researchers. Thus, scholars study the trends in this field within a historical framework using the examples of European nations [Gauthier, 1999], public assistance programs for children [Roberts, 2000], and the elderly [Kendig, 2023]. Additionally, attention is given to how the unique characteristics of family upbringing, particularly the stability of family structures, determine children's behavior into forms that are socially acceptable [Jarvis, Otero, Poff, Dufur, Pribesh, 2023]. Foreign studies also note that disadvantaged families are not left without state support [Bush, 2022], and the government cares about welfare and social justice within the sphere of family policy [Engen, 2023]. Separately, researchers have looked into the possibility of enhanced family support through regulatory frameworks that lessen and eventually eliminate the internal conflict of an individual having to divide his or her time and interests between work and family [Tran, Mansoor, Ali, 2023].

Scientists define the study of family and family dynamics as crucial to comprehending and constructively resolving issues related to demographic policy. As a result, A.E. Soldatkin and M. Yappinen identify the primary resource issues and deficiencies in the organization of social protection of the family and childhood. They specifically call attention to the following: the lack of coordination be-

1 Large explanatory dictionary of sociology. https://gufo.me/dict/social_dict

2 Sociological dictionary / Executive editors G.V. Osipov, L.N. Moskvichev; Secretary O.E. Chernoshchek. Moscow: Norma: Infra-M, 2010.

3 Decree of the President of the Russian Federation of January 25, 2023, No. 35, «On amendments to the Fundamentals of State Cultural Policy, approved by Decree of the President of the Russian Federation of December 24, 2014, No. 808». *Collection of legislation of the Russian Federation*. No. 5, Art. 777.

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tween various state and municipal institutions, the issue of material security, the professionalism levels and standards in the field of personnel policy, and the absence of «trust between all parties of the social assistance process» [Soldatkin, Yappinen, 2016].

N.Yu. Egorova examines the challenges of creating social assistance for families, emphasizing the need for preventative initiatives and strategies for maintaining family ties by introducing mediation into the divorce process [Egorova, 2016]. According to Yu.Yu. Nurgalieva, «the reduction in the total number of families and the growth of childless families» is a sign of the crisis state of the family institution [Nurgalieva, 2016].

Social practice demonstrates that the family institution is experiencing crisis processes in contemporary Russian society, manifesting in the systemic reproduction of detrimental social processes. Among these processes are:

- increase in the number of disadvantaged families;
- family instability (divorce, social orphanhood);
- socially unacceptable behavior within the family

(mental and physical violence, violation of emotional intra-family ties, disrespect for the individual, etc.).

Researchers claim that there is an «institutionalization of the phenomenon of loneliness as a lifestyle» [Vereshchagina, 2009. P. 3], and the «incomplete» family is becoming habitual [Repina, 2008]. People's views toward so-called «voluntary childlessness» have changed, which is an example of how this social trend of changing reproductive attitudes and family's overall reproductive behavior has detrimental consequences in the field of demography. A.V. Vereshchagina cites the data of her empirical study among student youth in Rostov and Arkhangelsk regions, which shows «an identity-loyal attitude to voluntary childlessness in families (70.35 % in the South and 72.44 % in the North)» [Vereshchagina, 2009. P. 38]. The same trend is discussed in S.I. Golod's research, which claims that the cult of children as a «symbol of the traditional family» has disappeared and is now replaced by the «cult of spouses» [Golod, 2008].

Another issue brought up is the diversity of family practices, which is reflected in the transformation of the family concept's content. Today, this notion encompasses not only conventional types of marital relationships but also the so-called «civil partnership», which occurs when a man and a woman choose not to register their relationship officially. The reasons for such refusal include «economic insolvency», as established in A.R. Mikheeva's study [Mikheeva, 2001]. Data from the 2006 European Social Survey show that at least half of the adult population of active reproductive age refuse both marital and civil partner relationships. The study found that many people do not want to enter into any permanent relationship on principle, with an increase in this part of the population from generation to generation. According to the study, in Russia, «every tenth woman aged 30 to 39 years is already referred to this cat-

egory» [Rostovskaya, Kuchmaeva, 2019. P. 48]. As a result, the researchers highlight the rise in both actual and legal celibacy, indicating a crisis in the family institution.

However, scholars [Borisenkov, Gukalenko, 2014; Nurgalieva, 2016; etc.] emphasize that the decline of family values correlates with the crisis of the family institution (and, consequently, the crisis of demographic policy). According to V.P. Borisenkov and O.V. Gukalenko, «family is a powerful transmitter of values from generation to generation; the family institution has a consolidating significance for society» and, most importantly, «counteracts social tension» [Borisenkov, Gukalenko, 2014].

State and municipal management should guarantee the ability to effectively realize each family's primary functions to preserve, strengthen, and develop the institution. Thus, each function will become a specific structural component of the management system. Traditionally, the following functions are distinguished: reproductive, educational, economic, psychological, primary social control function, and some others.

Additionally, state and municipal government administrations also need sufficient resources to perform their duties. Almost any factors that are crucial for state and municipal organizations in achieving the results of their activities can be called resources (see, for example, [Vasiliev, 2006]). Simultaneously, the family's social management structure and the resource system should logically correspond to each other. State and municipal government resources can be classified according to several criteria. A few examples of resources are as follows: «human, financial, material and technical, information, organizational, political, scientific, time, etc.»; financial means, information, specialists, equipment, materials, and other tangible and intangible objects necessary for project or activity implementation [Ibid., 2006]. As a result, state and municipal government organizations have a broad quantitative and qualitative potential of resources.

The problem of saving human potential: social-value attitudes in social and individual consciousness

A cursory examination of social practice allows us to see that state and municipal administration organizations do not fully utilize the potential of the resources at their disposal. For example, the state provides support not for families as such (i.e., as a specific basis and pillar of the social organization of the state) but for particular categories of families: families with children (under a certain age), including large families, dysfunctional families, etc. State support measures are mainly economic and often expressed financially (payments, various vacation programs, land plots for individual housing construction, etc.).

It is clear that such measures – whose necessity is undeniable – do not, by themselves, assist the family in earning a decent living. State support provides only short-term assistance to the family without fundamentally changing

the social situation. This makes the family dependent on the state; in some cases, we can talk about the formation of a consumer attitude towards state assistance among some families («the state must provide»; however, citizens themselves often neglect the opportunities provided by the state to ensure a decent existence for themselves and their families and remain focused only on receiving welfare assistance).

Furthermore, the state does not assist families that are officially in good standing, that is, families that are exempt from state social assistance under current legislation. People see the lack of state regulation of social issues concerning «normal families» as a form of injustice since most such families still do not have a high enough level of material well-being. This leads to negative attitudes toward the families that receive assistance (this issue has recently gained relevance and requires a specialized sociological study).

We also want to draw attention to the fact that several state initiatives aimed at supporting families and children do not consider the long term. One such effective and necessary support measure is the introduction of maternity capital, which is given at the time of a child's birth. However, there are significant reasons that force young families to refuse having not only their second and subsequent children but even their firstborn. These include the lack of kindergartens, schools, institutions of additional education and other infrastructure elements, problems with maternal and child health care, and housing and living conditions of young families.

This means that the actual methods of implementing state family and demographic policy are contradictory to the policy's positive social meaning. This contributes to devaluing the family's value in people's private and public consciousness by undermining the family's social image. The social interactions and the value of childhood that the family as the primary social community provides become lessened due to the devaluation of the family. Studying the issue of preserving human potential in Russia, N.M. Rimashevskaya observes that as the population's physical reproduction declines, there is a tendency for the population's qualitative state to degrade in the main areas of human existence, including health, culture, and «intellectual potential of the population, its education, qualification, and professional training» [Rimashevskaya, 2004].

It is clear that socioeconomic factors, external to the family and the individual, prevail in the social management system in the field of family and childhood. However, it is also widely recognized that a person's social existence is not exclusively shaped by their socioeconomic situation because the internal and external coexist. Undoubtedly, internal regulators are the hierarchy of values and meanings, or the socio-spiritual component, which is not realized sufficiently in the state and municipal management practice. We believe that this bias results from an understanding of

the family as the sole object of social management, which is necessary but insufficient for the emergence of mutual responsibility between the state and the family. Scholars note that to develop state and municipal policies concerning families and childhood «based on family values and attitudes of society,» it is imperative to «transition the family to the position of a subject of social policy» [Borisenkov, Gukalenko, 2014; Nurgalieva, 2016]. It is also impossible to solve the issue of population reproduction without addressing the fundamental socio-value beliefs that prevail in public and individual consciousness.

Numerous studies have demonstrated the unique value orientations of those providing state and municipal administration. Let us give some examples. According to Yu.K. Barkova and E.V. Selezneva's research, public service executives lack prosocial values, highlighting the need to «form prosocial value strategies and increase their social orientation in their duties» [Selezneva, Barkova, 2019. P. 211]. Studying students' value orientations toward «State and Municipal Management», I.V. Mikheeva and A.A. Polunina note that the values associated with their professional qualities are prioritized in the structure of their value orientations, giving them «the possibility of making effective managerial decisions» [Mikheeva, Polunina, 2019. P. 40]. Thereby, social and spiritual values remain secondary. The data from these studies indicate a severe problem of value regulation in decision-making within state and municipal governance.

Conclusion

Given the above, it is necessary to review the resources available to state and municipal management concerning families and childhood and emphasize the social-spiritual and value-meaning aspects of social management. At the same time, the changes should not only be planned, coordinated, and controlled by state and municipal organizations, but they should also overcome implementation formalities, be filled with content that reflects values, find a place in everyday social practices, and trigger a positive attitude among the society toward the state's family-focused social measures.

We believe that, in the context of state and municipal management, we ought to delineate the contours of the future paradigm – which we can tentatively refer to as the resource paradigm – that will comprehend the transformational qualities of the institution of family and childhood. Within the framework of the outlined paradigm, we should rely on the following provisions:

1. The family is a subject of social interaction, including with organizations of state and municipal administration; we should depart from understanding the family only as an object of influence from the state. Families, as collective subjects of society, should be given the right and opportunity to determine the most preferable measures of state support. This means that state support measures for

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disadvantaged families should become more variable and interchangeable.

2. The family should be genuinely integrated into society, not just theoretically. Models of dyadic intra-family interactions between generations and the hierarchy of family relations should be projected into the social interaction structures of the macrosociety. In this context, it is advisable to abandon the idea that education serves a specific purpose and go back to the education system's original purpose of forming, transmitting, and consolidating social experiences that have been developed historically for future generations.

3. Every family is a valuable asset to the state, regardless of its qualitative characteristics. This implies that no family should remain ignored by state and municipal organizations. The very fact of a person's inclusion in family relations should imply social privileges, even if they are small and economically low-cost, but giving real opportunities to emphasize the importance and preference of family relations for the state.

4. Family ties serve as the core foundation for social interaction, where a person's individuality and social potential are fully developed. Future generations' education needs to incorporate the notion that uniqueness is only valued in the social sphere.

Therefore, the ultimate objective of social management concerning the family can be stated as follows: improving the demographic situation, which in turn requires the preservation and strengthening of the stability of social bonds, the orderliness of interpersonal relationships, the reform of social values linked to the realization of the value of motherhood and childhood, respect for elderly, and the continuation of family traditions.

The simple act of identifying issues does not imply that society accepts these ideals. We should reform societal values regarding the family, motherhood, and childhood. This has the potential to be a valuable resource for state and municipal management when it comes to implementing family and demographic policies.

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