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## PHILOSOPHY OF SOCIAL MANAGEMENT IN PUBLIC MANAGEMENT’ MODELS OF THE SYSTEM OF SOCIAL WORK

**Abstract.** The article defines a comparative analysis of the features of social management practices in various models of public administration in the system of social work. It has been determined that public administration in the system of social work is a management activity that is reproduced in the form of social management practices formed as a result of the interaction of social management subjects in the provision of social services. The cognitive-interpretative, value-motivational, procedural-organizational, communicative and activity-organizational dimensions of the structural-functional space of social and managerial practices in the public administration of the social work system are singled out. The criteria for the specifics of social management practices in the main models of public administration of the social work system are determined: centralization and decentralization of management; the level of involvement of society in the management of social work and social institutions; incorporation into the management system of market mechanisms for stimulating and controlling the activities of social workers; the share of the private sector in the provision of social services; focus on interpersonal interaction between a social worker and a client. The main models of social management practices in social work management are identified: administrative model; a model focused on the development of social work in society; model of partnership interaction between subjects of social work management

**Keywords:** *social work, public administration, social services, social practices, social management practices, new public management, effective governance.*

**Introduction.** At the present stage of reforming and modernizing the system of social protection of the population, there is an urgent need to develop a social work management system to provide assistance to various categories of social service clients at the national, regional and local levels. Social work management is carried out in the subjective plane and in the dimension of public administration, which is expressed in the specifics of social practices of interaction in the management of the sphere of social work at all levels. Therefore, the category that makes it possible to study the features of social work management is social and managerial practices, which manifest themselves as an integral structural and functional space.

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**Analysis of recent research and publications.** Modern problems of social work as an object of public administration are devoted to the works of such scientists as: Ya. Belevtsova, V. Bekh, R. Greba, K. Dubich, L. Kolbina, O. Pesotskaya, Ya. Troshinsky, M. Tulenkov, T. Semygina, G. Slozanskaya and others. Comparative analysis and prospects for the implementation of various models of public administration in the system of social and public administration (including in the field of social work) were carried out in the works of such domestic scientists as: E. Bolotina, M. Gordon, I. Kolesnik, I. Kravets, G. Kukhareva, B. Melnichenko, A. Nikitenko, V. Nikolaeva, A. Olentsevich, D. Spasibov, M. Semich, V. Yakobchuk. However, in the specialized literature, insufficient attention is paid to the study of the features of social management practices in different models of public administration in the system of social work.

**The purpose of the article** is to carry out a comparative analysis of the features of social management practices in different models of public administration in the system of social work.

**Formulation of the main material.** Public administration acts as a modern concept of managing social and state systems, especially in the field of social work and the provision of social services, reflecting the trend towards the creation of a management paradigm, the basis of which is state-public partnership.

In the scientific literature, there are many interpretive approaches to the concept of "public administration", which highlight specific features and definition criteria. Some authors define it as the basis of public control over the activities of government bodies (Chernov, Hayduchenko, 2014); others consider public administration in the functional aspect as the activity of governing bodies (state and non-state entities) and in the organizational aspect as their interaction (social partnership) (Petrova, Ruda, 2017); others determine the value bases of public administration (democratic affairs, the rule of law, social justice) (Kuybida, Bilyns'ka, Petroye, 2018). In the activity and organizational aspect, the definition of E. Bolotina is successful: "Public management is an activity that ensures the effective functioning of the system of state authorities, regional government, local government, public (non-governmental) organizations, individuals and other sub-civil society in order to implement state policy in various spheres of public life" (Bolotina, Nikitenko, 2017).

The analysis of the above definitions of public administration makes it possible to highlight its essential features in the system of social work: firstly, it is the practical management activity of social subjects of management of the social work system (state bodies, local governments, institutions of social work and social services, territorial societies, socially responsible businesses – structures), and is implemented on the basis of social partnership (Nykolayeva, 2019); secondly, it is implemented at the level of the entire system of social work in the state, at the level of institutions and organizations of social work, at the level of recipients of social services; thirdly, it includes the process of planning, motivation, implementation and control of managerial decisions. So, public administration in the system of social work is primarily a management activity that is reproduced in the form of social practices.

As our analysis of interpretative approaches to understanding social management practices shows, they are based on the social interaction of

subjects and objects of management, and in the case of the social sphere, subject- subjective interaction as a system of management relationships. Thus, social interaction reflects the relationship between individuals and social groups, between social groups and organizations of different levels of its functioning as a system, and therefore underlies the management system carried out through the social and managerial practices of managing subjects, respectively, socially acceptable value-normative and status – role models of behavior in society in a certain space and time.

Thus, social management practices in the field of public management of the social work system can be defined as ways to implement social management actions, formed as a result of interactions between social management subjects in the provision of social services (state and non-state social service providers), which ensures the well-established functioning of social sphere institutions; determined by social-statutory and normative-value regulators; function as general schemes for typing and interpreting social behavior and interaction in the system of managerial relations.

Considering social management practices as a practical activity aspect of public administration in the system of social work, it becomes necessary to determine their structural organization both in static and dynamic contexts. We are interested not so much in the structure of the process of implementing social management practices in the management of social work, but in measuring the functioning of such practices that form the space in which social management practices are formed and reproduced, due to which managerial functions are implemented in the social work system. An analysis of various sociological approaches to the interpretation of "social practice" made it possible to single out at least five such dimensions: cognitive-interpretative, value-motivational, procedural-organizational, communicative and activity-organizational, which act as an integral structural and functional space social work.

The formation and reproduction of social management practices in certain dimensions should take into account the following context: 1) the basis of the structural and functional dimension is the so-called "generating principle", due to which the formation, reproduction and well-established implementation of social management practices in the system of public administration of social work; 2) social management practice acts as interaction and social action (activity) of social subjects of management in the system of social work; 3) social management practice is carried out by social actors at different levels of public administration.

The cognitive-interpretative dimension of social management practices is associated with the category of habitus (Lizardo, 2004) as a mental and cognitive structure (generating principle/cognitive scheme for interpreting management situations), which is internalized in the interaction of public administration subjects by the social work system. The main mechanism for the formation of social management practices in the value-motivational dimension is the process of internalization of the values of the social community. Procedural and organizational dimension of social and managerial practices reflects the process of making managerial decisions at different levels of management in the system of social work. Communicative dimension of social management practices connected with the system of communications in public administration at its various levels.

The activity-organizational dimension of social management practices acts as the inclusion in practice of modern innovative and adaptive approaches to management in the system of social work and the provision of social services (Leshchyn's'kyy, 2021), influencing the formation of effective practice-oriented models of social work in the context of decentralization and sustainable (balanced) development. Among modern management approaches, in our opinion, the most promising practices are: the practice of social partnership in the management of the social work system, the practice of the cluster model of social work and the practice of project-oriented management in social work.

Let us analyze the features of social management practices in the field of social work management in the context of the main models of public administration.

In Western scientific literature, there are three main conceptual models of public administration, presented as the evolution of the conceptual ideas of public administration in accordance with the development of a democratic type of social administration and the formation and self-organization of civil society: 1) the management model of M. Weber and V. Wilson, built on the principles of scientific management and bureaucratic management system ("Old Public Management"); 2) the "New Public Management" model; 3) a model of good governance (management) ("Effective Governance").

"Old Public Management" is a classical (bureaucratic) model of public administration, initiated by the theoretical provisions of M. Weber about "an ideal type of rational form of government based on the principle of lawmaking, which is characterized by a high level of predictability both for politics in general and for citizens" (S'omych, 2019). This model dominated in Western democratic states until the 1970<sup>s</sup>, and in some countries to this day, although it is this model that has become the basis for the formation of more effective and adaptive models of social change, and therefore its elements are present in modern concepts of public management in the system of social work.

The Old Public Management model in social work is characterized by a high level of bureaucracy, hierarchical and centralized management, the social work management system is a bureaucracy, a clear and hierarchical management system, and the activities of a social worker are regulated primarily by instructions, orders and formal procedures. The features of social management practices in the classical model of public administration are: 1) the governing functions of social actors consist in administration and document management in the design of social assistance; 2) the main function of a social worker is social protection and social security within the framework of the social and legal field; 3) standardization of the behavior and response of a social worker in certain situations on the basis of formal procedures that form the impersonal nature of the relationship between a social worker and a citizen; 4) low level of involvement in the management of the sphere of social work and social service institutions of society; 5) the leading role of the state and state authorities in the field of social and social services.

Social changes in the 70<sup>s</sup> of the twentieth century, the transformation of management ideas, the emergence of market management methods that have proven their effectiveness in business, the strengthening of the role of civil society, the formation of a consumer society contributed to the need to reform

the public administration system. Therefore, there was a need for a radical reform of the public administration model based on a managerial approach. This was also facilitated by the transformation of the well-established by that time model of the welfare state, which needed large budget expenditures in the social sphere and the growth of the bureaucracy to perform a large number of social functions of the state. This led to a rethinking of the classical model of public administration and the emergence of a new model – a new public administration (management) (New Public Management).

The theoretical basis for the emergence of a new public management model is the idea of introducing a management style in business structures and organizations (which is called managerism) into public administration, and the managerial approach in public administration was conceptualized by D. Osborne and T. Gebler, working in the work "Restructuring the Government" ("Reinventing Government") analyzed the traditional bureaucratic management model (classical "Old Public Management") and, based on the results, identified the trends of changes that need to be implemented in social and public administration through the introduction of market management mechanisms, as well as K. Hood, determined the basic principles and system elements of the new public administration (Hordon, Olentsevych & Kolisnyk, 2018; Kravets', Yakobchuk & Dovzhenko, 2021).

Summarizing the provisions of the new public management of well-known scientists, the essential features of the concept of New Public Manager in the management of social work are: 1) the transfer of some public functions to private organizations on a contract (contractual) basis in order to optimize the provision of social services; 2) decentralization of management, which consists in the reorganization of the social protection system from the approach of social assistance to the provision of social services; 3) citizens as recipients and consumers of state social services (client-centered approach); 4) modernization of the system of social services; 5) involvement of the public in the management of the system of social work institutions; 6) standardization of social services and minimization of costs by attracting extrabudgetary funds and paid services.

In this model of public administration, the specifics of social management practices in the social work management system are as follows: firstly, the main function of social work is the provision of social services; secondly, social work is carried out in the plane of "social work institution, social worker – client, recipient of social services"; thirdly, the incorporation of market incentives and control mechanisms in the social work management system (managementism); fourthly, the creation of conditions for the development and implementation of social projects and social partnership in the organization of social work at different levels of government; fifthly, the involvement of civil society institutions in making managerial decisions in the development of social work at the regional and local levels. The New Public Management concept was challenged in the late 1990<sup>s</sup>. XX century, when new models of public administration began to be developed, but even today the public administration system and civil service are based on the principles of the New Public Management concept, although the new trend in public administration today is due (quality) management ("Effective Governance").

Most researchers tend to believe that in the modern world there are no

objective standards of Effective Governance, a number of sources still contain a universal set of components, features of this model of public administration (Bolotina, Nikitenko, 2017): role in decision-making, transparency, responsibility, efficiency, accountability to society, equality, rule of law, human rights, partnerships between state and civil society. So, N. Gordon, N. Olentsevich, I. Kolesnik note that "within the framework of the concept of Effective Governance, the institutional mechanism of public administration is changing, since the transition from patron-client relations between authorities and citizens to forms of partnership between the main actors of civil society is ensured prerequisites are being created for the broad involvement of the population in management" (Hordon, Olentsevych, Kolisnyk, 2018). It is important to note that Effective Governance does not replace previous management models, but embraces them in a new context of equal partnership between the state and civil society in the implementation of the goals and objectives of public administration (S'omych, 2019).

Features of social management practices in the good governance model are determined by the following features: 1) decentralization of social work management – increasing the powers of institutions for the provision of social services at the level of a territorial society; 2) a high level of public participation in the management of the social work system; 3) transparency and openness of information and communication interaction in the social work management system; 4) focus on interpersonal interaction between the social worker and the client; on the professional and personal qualities of a social worker; 5) wide application of tools and mechanisms of intersectoral social partnership and project management in the management of social work at the level of territorial communities. Table 1 summarizes the results of a comparative analysis of the features of social management practices in different models of public management of social work.

*Table 1*

**Comparative analysis of social management practices  
in public administration models in the social work system**

<b>Model of public administration</b>	<b>Characteristics and principles of the model of public management</b>	<b>Specificity of social management practices</b>
Old public management (rational-bureaucratic management system) "Old Public Management"	High level of bureaucracy Hierarchy and centralization of the state management system of the social work system. The leading role of the state and state management bodies in the field of social work and social services.	Management functions consist in administration and document flow in the registration of social assistance within the framework of the social and legal field. Standardization of the behavior and response of the social worker in certain situations based on formal procedures, which forms the impersonal nature of the relationship between the social worker and the client. Low level of involvement in the management of social work and community social service institutions.

Model of public administration	Characteristics and principles of the model of public management	Specificity of social management practices
New public management (public management) "New Public Management"	Introduction of market management mechanisms. Partial privatization of the state sector of social work on a contractual (contractual) basis in order to optimize the provision of social services. Strengthening control over the activities of state management bodies by communities. Decentralization of management. Cost minimization.	The main function of social work is the provision of social services. Social work is carried out at the level of "social work institution, social worker – client, recipient of social services". Incorporation of market mechanisms of stimulation and control in the social work management system ("managerialism"). Creation of conditions for the development and implementation of social projects and social partnership in the organization of social work at different levels of management.
Proper (quality) governance "Effective Governance"	Participation in state decision-making. Transparency Responsibility Efficiency Accountability to society Equality, Rule of law. Human Rights. Partnership relations of state power and civil society in making management decisions.	Decentralization of social work management – increasing the authority of institutions to provide social services at the level of the territorial community. High level of community participation in the management of the social work system. Transparency and openness of information and communication interaction in the social work management system. Orientation on the interpersonal interaction of the social worker and the client; on the professional and personal qualities of a social worker. Wide application of tools and mechanisms of interdisciplinary social partnership and project management.

**Conclusions.** The presented theoretical analysis made it possible to generalize the following conclusions:

– Firstly, public administration in the system of social work is a management activity that is reproduced in the form of social practices that are conceptualized in the study as social management practices – ways of implementing social management actions, formed as a result of the interaction of social subjects management in the field provision of social services (state and non-state providers of social services), ensuring the well-established functioning of social institutions; determined by social-statutory and normative-value regulators;

– Secondly, the integral structural and functional space of social and managerial practices in the public administration of the social work system is presented in five dimensions: cognitive-interpretative, value-motivational, procedural-organizational, communicative and activity-organizational;

– Thirdly, the specifics of social management practices in the main models of public management of the social work system (classical model ("Old Public Management"); model of "New Public Management" ("New Public Management")); model of effective governance ("Effective Governance") is based on the following criteria: 1) centralized and decentralized management; 2) the level of involvement of society in the management of social work and social institutions; 3) incorporation into the management system of market mechanisms for stimulating and controlling the activities of social workers; 4) the share of the private sector in the provision of social services; 5) focus on interpersonal interaction between a social worker and a client;

– Fourthly, there are three main models of social management practices in the management of social work: 1) an administrative model based on administration, rational bureaucracy and centralized management relations; 2) a model focused on the development of social work in society, based on decentralized management and broad participation of society in the development of social work; 3) a model of partnership interaction based on the principles of social partnership in the management of social work and the involvement of project management tools in the development of a system for the provision of social services at the regional and local levels.

A promising direction for further research is to identify regional features of social management practices in the social work management system.

#### *Conflict of Interest and other Ethics Statements*

The authors declare no conflict of interest.

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**Василь ПОПОВИЧ, Яна ПОПОВИЧ**

#### **ФІЛОСОФІЯ СОЦІАЛЬНОГО УПРАВЛІННЯ В МОДЕЛЯХ ПУБЛІЧНОГО УПРАВЛІННЯ В СИСТЕМІ СОЦІАЛЬНОЇ РОБОТИ**

**Анотація.** У статті проведено порівняльний аналіз особливостей практик соціального управління в різних моделях державного управління в системі соціальної роботи. Визначено, що державне управління в системі соціальної роботи – це управлінська діяльність, яка відтворюється у формі практик соціального управління, сформованих у результаті взаємодії суб'єктів соціального управління при наданні соціальних послуг. Виокремлено когнітивно-інтерпретаційний, ціннісно-мотиваційний, процесуально-організаційний, комунікативний та діяльнісно-організаційний виміри структурно-функціонального простору соціально-управлінських практик у публічному управлінні системою соціальної роботи.

Визначено критерії специфіки практик соціального управління в основних моделях державного управління системою соціальної роботи: централізація та децентралізація управління; рівень залучення суспільства до управління соціальною роботою та соціальними інститутами; включення в систему управління ринкових механізмів стимулювання та контролю діяльності соціальних працівників; частка приватного сектора в наданні соціальних послуг; орієнтація на міжособистісну взаємодію соціального працівника та клієнта.

Визначено основні моделі практик соціального менеджменту в управлінні соціальною роботою: адміністративну модель; модель, орієнтована на розвиток соціальної роботи в суспільстві; модель партнерської взаємодії суб'єктів управління соціальною роботою

**Ключові слова:** соціальна робота, державне управління, соціальні послуги, соціальні практики, практики соціального управління, нове публічне управління, ефективне управління.

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