THE IMPACTS FOR DEVELOPING THE PROFESSION OF SOCIAL WORK IN THE POST-COMMUNIST CONTEXT

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Abstract
        Historical impacts and inconsistency have influenced the development of the field of profession of social work. Independent social caregiver or social worker positions did not exist in the local governments earlier in history since 1995. Today, the profession of the social worker is not specified at the local government level, the ambivalence position of the employer of the social work field: at the client level is existing to the political decision making process and some time the social worker is not included in the decision of social policy in local government. The decision-making process regarding the clients is distributed among different levels, the practice undermines the independence of the social worker and the social worker cannot protect the client. The principle of collective responsibility lives on in the 21st century without giving the profession of social work the opportunity to grow independent.

Keywords: Estonia, post-communist country, social worker, profession, autonomy

Introduction
        We could formulate, the topic of profession in EU context, is including the responsibility for policy of employment at the current time. The social affairs and inclusion is shared between the EU and its member countries. The EU coordinates and monitors national policies, promotes the sharing of best practices in fields like employment, poverty and social exclusion and pensions makes laws and monitors their implementation in areas like rights at work and coordination of social security schemes.
        The European Employment Strategy encourages action to:1) make labour markets functions better; 2) equip people with the right skills for employment, 3) improve job quality and working conditions and 4) create jobs. The requirement of profession differ between the national states and the

field therefore the historical and social-economical context have give the impacts to current situation.

Estonia is a transition country, between Finland and Latvia; Estonia, Latvia and Lithuania are Baltic Countries their historical backgrounds are different and different languages. The history of Estonia can be characterized summarily as interspersed periods under various countries, rulers, and power. Its main consequence is lack of consistency; each period starts with new rules, or the place where it was last left off.

The development of social work, as a profession, halted during the Soviet period; in 1954, the Social Affairs and Home Economics Institute were closed. Universities were the leaders in rebuilding social work (which practically halted during the Soviet period) after Estonia regained independence. The profession of social work is the new field in society of Estonia, the first law of welfare, the Social Care (Welfare) Act, Passed 8 February 1995 (RT[1] I 1995, 21, 323; consolidated text RT I 2001, 98, 617), entered into force 1 April 1995.

The theoretical overview

The term ''profession'' typically refers to paid employment or any occupation; its sociological usage to refer to a special kind of occupation with status and privileges appears increasingly divorced from social reality (Lester 2009; Pieczka & L'etang 2001; Freidson 1986); some scholars have argued that professions are in a state of decline; becoming subordinate and indistinguishable from other forms of expert labour (Adams 2010). Studies of the professions clearly illustrate the intricate interplay between general conceptions of society and history, sociological theory, definitions of social categories, empirical research and political values – or more briefly: between theory, "facts" and politics (Bryant & Peck 2007; Brante 2010, 1988). Refer to Randall & Kindiak (2008) the professions "strike a bargain with society"; in with they exchange competence and integrity against the trust of the client and community, relative freedom from lay supervision and interference, protection against unqualified competition, as well as substantial remuneration and a higher social status. Sociological delineations of the realm of professions, in terms of higher education, formal certification, full-time activity, earning a living, organization, professional society, code of ethics and related, abound (Kasher 2005).

According to the General Working Definition five components are included: value, purpose, sanction, knowledge, and methods, refer to Ferguson and Ramsay (2010) *occupation* might be defined as the principal activity one engages in to earn money; a profession is an occupation requiring specialized knowledge or skill. Does a profession or an occupation develop? How does an occupation become recognized as a profession? It is a social process that involves several steps:

1) Establish a set of widely acceptable professional qualifications. Professional qualifications are usually observed by existence of an accrediting organization, and set of educational outcomes applied to all students in accredited curricula. The students must demonstrate some level of competence in these outcomes prior to graduation.

2) Establish barriers to entry (occupational closure). That is, establishing a metric(s) that can discern the qualified from the unqualified.

3) Establish professional associations. One role of professional associations is socialization/collegiality; a common characteristic of a profession.

4) Establish and enforcing a professional code of ethics, another common characteristic of the profession.

Weiss-Gal & Welbourne (2008) defined professions as occupations that hold a dominant position of power in the division of labour in there are practice and thus have control over the content of their work. The professions as occupations that have achieved control over various aspects of their operations. These include: the key components of their work; the choice and development of the techniques employed; the selection, training and licensing of members; and autonomy in defining the nature of services and who is entitled to receive. The "power" approach has been central to study of social work in recent decades.

On this approach the sociology of professions becomes far more of a subdiscipline of the broader sociology of work and occupations, than, say, the sociology of culture or the sociology of law (Saks 2010). Evetts has argued (2009, 1999), it is necessary also to add two further complicating factors. Firstly, there are important differences between Anglo-American and continental European perceptions of the profession. In Europe, professions do not represent such a dramatically different occupational form. For the most part in Europe it is the close association of some (privileged) occupations with states and state bureaucracies and administrations, which mark them as different and give them additional powers as well as special authority. Secondly, it is widely argued that occupations and professions share most features in common, including aspects of their processes of formation, identity construction, work cultures and regulatory aspirations. The processes – by which work becomes paid work, becomes on occupation, achieves different forms of occupational control which might be perceived as professional – apply to both occupational and professions. Also, these processes are highly complex, diverse and variable both from one sector to another, as well as which in and between different societies. Finally, according to Olgiati (2008, 2006) the tour d'horizon on the 'state of the art' of European sociology of professions ends with a final statement; there is an

urgent need to develop a proper European sociological theory of European professions in order to correctly deal with EU issues. In the absence of such a theory, it seems that European learned professionalism, EU governance and any EU-driven educational model could experience the challenge of disorder and disorientation.

The Versatile Profession of Social Worker

According to Ramsay (2003) the four common components of social work a) domain of practice; b) paradigm of the profession; c) domain of social worker, and d) methods of practice. Social workers in English-speaking contexts are regularly referred to as 'professionals', and they, as a collective one, are not infrequently termed 'the profession', as opposed either to their clients or, e.g., central government. In US, the governmental support of social services, public, nonprofit and for profit, had increased dramatically, there are diverse programs (Smith 2007). In 2002 about 477,000 jobs were held by social workers in US. About one of three jobs was in state, count or municipal or government agencies; public employees are frequently union members. Social worker union members are most likely to belong to the American Federation of State, County, and Municipal Employees (AFSCME) and the Social Services Employees International Union (Rosenberg & Rosenberg 2006). Additionally, the National Association of Social Workers (NASW) offers voluntary credentials. The teaching of social work is guided by global standards which have been developed by the International Association of Schools of Social Work (IASSW) and which have been adopted by the International Federation of Social Workers (IFSW, Becker-Lenz & Muller, 2009; Elliott 2008, Fargion 2006). Social workers with an MSW may be eligible for the Academy of Certified Social Workers (ACSW), the Qualified Clinical Social Worker (QCSW), or the Diplomate in Clinical Social Work (DCSW) credential based on their professional experience. At field, where theay are employed: 1)Child, Family and School Social Workers, 2)Medical and Public Health Social Workers or 3)Mental Health and Substance Abuse Social Workers. School social workers' apparent lack of legitimacy may stem from poorly defamed role expectations and professional/educational requirements for state-level certification Altshuler & Webb (2009). Murdach (2010) has concerned does American social work have a progressive tradition these ideals continue to remind us of and reinforce key social work values.

Social workers are in Europe represented within a great number of different professional groups. Social work in the European context is so hard to understand because the terminological differences do not neatly coincide with actual differences in practice. To take one prominent example that is a constant source of misunderstanding, particularly in discourses on the identity of social work conducted in the English language, in practically all

European countries there is a duality between what could be described as a ''social work'' and a ''social pedagogy'' strand of the profession, although the differences themselves are not expressed in a terminologically consistent manner (Staub-Bernasconi 2009). Social pedagogy adopts a developmental model of practice rather than a welfare model (Göppner & Hämäläinen 2007). In some countries they are united within one, in others they are found in several groups, their interrelationships being at times not too comfortable in some countries social work is not legally recognized: in Sweden, the title is not regulated at all; in Norway, it is for some parts of the profession but not for others; and in Denmark, these matters are ruled, not by a parliamentary act, but by ministerial order. France, social workers are even provided with a professional ID card and badge, irrespective of whom they are currently working. In Germany the title of *Diplom-Sozialarbeiter* is protected by law, some time, in Germany and Austria, there is still a debate about whether social work can be considered a science.

In the UK and Ireland, a system of accreditation exists whereby an independent body, which subsequently delivers authorizations to join the profession, evaluates such qualifications (Lombard 2011). The revised framework consists of three levels (Galpin 2009): Post-Qualifying Specialist Social Work Award (Honors degree level); Post-Qualifying Higher Specialist Award (Masters degree level); and Post-Qualifying Award in Advanced Social Work (Masters degree level).

There are five specialists in which practitioners may undertake a PQSW award: Social Work with Adults; Mental Health; Social Work with Children, Young People, their Families and Careers; Leadership and Management; and Practice Education. (Higham 2006); the care manager is the person who participates in the multi-disciplinary assessment and coordinates it (Coulshed & Orme 2006: 49). Consequently, most social work practitioners have been educated without a research or scientific orientation and have pursued careers in settings in which they were unlikely to develop one. Relatively little has changed in recent decades in this regard, except that the social work professoriate in North America, the UK and across Europe has grown more research capable. Social work is often understood as referring to a complex, heterogeneous field, and this is in fact the case. Yet the ramifications of this aspect of social work for theory building have been interpreted in a number of very different ways.

In Finland, social work has been developed as a scientific discipline that has its own issues, own starting points concerning theory of science, own research objects, and own ways to generate knowledge". Social work is a research-based professional activity that aims to prevent and diminish social problems (Karvinen-Niinikoski, Hoikkola & Salonen 2007; Satka & Karvinen 1999). Social work has been strongly intercotuiected to service

system of the welfare state and especially to municipal social service (Rostila, Mäntysaari, Suominen, & Asikainen 2011; Sellers & Lidström 2007, Mäntysaari 2005, Rauhala 1996, Melteri & Rauhala 1993); afterworlds, social work has spread out to other societal areas, too (Gudliauskaitė-Godvadė, Godvadas, Malinauskas, Perttula, & Väänänen, 2010). Certain degrees and diplomas give access to the profession. Mäntysaari (2011), Henrikson, Wrede & Burau (2006) have research Finland and suggests that recent reforms have created new inequalities in the system of professions, where occupational groups in welfare service work are becoming marginalized.

The status of social work in the transition countries, social work has increasingly been seen as a key dimension for reforming social welfare systems. According to Gudliauskaitė-Godvadė, Godvadas, Malinauskas, Perttula, & Naujanienė (2008) social work is quite a new profession without established social services. Laura Varzinskiene (2009) researched the prestige of social work in Lithuania, she shows that the first image of the social work profession in Lithuania decreases the prestige of social work. According to Urboniene (2007), the main barriers to social work values in practice are internal: professional unsuitability, the irrelevant choice of profession, value conflict between a must to sacrifice and a desire to realize oneself in the professional activity, lack of tolerance and client recognition, which are more vivid in the post-Soviet sub samples.

All these differences mean that it is methodologically very hard indeed to compare the social work training, licensing and practice of European countries. It is even difficult to ascertain whether social workers are 'a profession' in the narrower sense of that word. Social work in Europe and in other areas of the world uses approaches that resemble the UK and North American definitions but contain a broader range of roles. The European Association of Schools of Social Work and the International Association of Schools of Social Work are unifying organizations, communicating ideas and strategies that are appropriate for the particular contexts in which social work is practiced (Higham, 2006). The need for continuing professional development is becoming accepted within social work, and is now a requirement in a number of countries, for example Finland (Talentia Union of Professional Social Workers, 2007) and the UK (General Social Care Council, 2002) (Pain 2011).

In the situation where a social work degree does not exist, refer to Kent (2006) there is a concern regarding mistakes and wrong practice, such as for example in Australia. In Canada, according to Mackinnon (2009) there is an increasing need for social work academics to promote social justice trough public discourse. Independent Social Work Research Centre, working together with universities in USA, (Zlotnik, Solt 2006); we can find

good practice in Finland. According to Douglas (2008) at the University level:

- By critically evaluating contrasting theories, explanations, research, policies, procedures and methods of intervention.
- By evaluating the learning from: own practice (including case notes), current and emerging research, and the experience of others.
- Through implementing a range of social work models, methods and programmes, which are knowledge and/or evidence, based on developing and improving one's own practice.

Rosenberg & Rosenberg (2006) pointed that increasing the profession's effectiveness means perfecting social work expertise, this requires that different strategies be employed to develop each category of expertise. According to Evetts (2011) the discourse of professionalism is used as a marketing slogan (e.g. "have the job done by professionals") and in advertising to attract new recruits (e.g. "join the professionals" – the army) as well as customers. There has been a shift from 'pure' professionalism to 'hybrid' professionalism that blends professional and managerial values (Reinders 2008). So-called Anglo-American neo-right ideologies and continental neo-liberalism an extensive convergence has, however, taken place through new public management, managerialism, entrepreneurialism, marketization, and more explicit and integrated professional work organizations. and their different logics of professionalism, have been criticized, however, for their relative neglect of other social processes including gender, class and ethnic dimensions.

The Aims of the Research and Methodology

The strategy of research (methodology) utilised is case study. Configurative-idiographic studies (Gomm, Hammersley & Foster 2008) where the material is largely descriptive and reflects the particular concatenation of circumstances surrounding the events in a way which, while they may provide insights into the relationships among the component elements in the case, do not easily lead to direct general theoretical interpretations. Description is balanced by analyses and leads into interpretation (Patton 1987, 163). The collective case study means that the instrumental case study is extended to cover several cases, in order to learn more about the phenomenon. Information-oriented selection: maximum variation cases - to obtain information about the significance of various circumstances for the case process and outcome, e.g. three to four very different in one dimension: size, form of organization, location, budget, etc.

The dates of case study have been based on mix of evidence; triangulation has used as a method of acquiring data:

- Document analysis (public documents, law, strategies, minutes of social committee meetings, legal regulations of municipalities etc.)
- Semi-structured Interviews with the members of social committee.
- Semi-structured Interviews with social workers of the local governments.

The triangulation made possible by multiple data collection techniques provides stronger substantiation of constructs.

We have looked for answers to the question of whether social worker in Estonia has become an independent profession during the past 20 years in local government? How the social work profession is emerging at the local government level and which are the impacts from social work administration, related the social work profession?

Findings
The Field of Education and Occupation for Social Work in Estonia

Social work training was begun in 1991 at the Tallinn Pedagogical Institute (the predecessor of the University of Tallinn), a year later in 1992 the University of Tartu opened up their social work curriculum. Application of Social Work educational programs were established in many schools across Estonia.

Post-secondary professional social work education in Estonia is therefore divided as follows:

- Theory based *bachelor's degree program,* where practical skills are taught together with a theoretical foundation;
- Practice-based education (vocational), with an emphasis on the development of everyday work skills.
- Graduates of both schools can continue with Master's studies. As of autumn 2011, there were two universities remaining in Estonia, where one could continue their studies. The Master's program "Social Services and Diaconia" which ran from 2007-2011 was closed down due to the reorganization of the Institute of Theology of the Estonian Evangelical Lutheran Church.

Since 2008, the status of social work as a profession remains vague (qualification) in the new educational curriculum system developed by the Ministry of Education. Under the new system, a new curriculum group "Welfare and Social Services" was established. Social work as a broader, more generally academic discipline does not exist in the Ministry of Education's classification. The decision will in turn affect the curriculums of

schools offering social work programs, since social services is but a small and single perspective of Social Work.

Supervision of social workers (Lombard 2011, Karvinen-Niinekoski 2007) is an integral part of professional training and in practice, is one part of what has not been systematically developed in Estonia. There are a number of reasons: different understandings of what social work is within the schools teaching social work, lack of funding models, and perhaps the biggest reason is the unwillingness of the Ministry of Social Affairs to contribute to the development of social work. The lack of social work standards is the second argument, which refers to the lack of social work as a well-established profession/vocation.

The aim of the Recognition of Foreign Professional Qualifications Act entering into force on 1 January 2001 is to promote the free movement of people and to guarantee that professional education and work experience obtained abroad is recognised in Estonia. Professional recognition is a procedure that enables a person with a foreign professional qualification to be admitted to a regulated profession or professional activity in Estonia. The system of professional recognition is not only valuable for foreigners, but also for Estonians, who have studied or worked in a foreign country.

According to Regulated professions and competent authorities in Estonia, social work professions are:

- Person providing victim support services *Ohvriabiteenust osutav isik*
- Member of a rehabilitation team *Rehabilitatsioonimeeskonna liige.*

The only law that defines the term "social worker" is mentioned in "The Social Welfare Act." The definitions of welfare and social workers have remained unchanged in the Social Welfare Act, adopted on 8.02.1995. a (RT I 1995, 21, 323), entered into force on 1.04.1995; Amended by the Supreme Court 21.01.2004, by decision of a Constitutional Review Chamber Court decision No 3-4-1-7-03 (RT III 2004, published 2/20/2004, 5, 45, entered into force 01.21.2004) until today in 2011.

- Welfare Worker - person with the appropriate qualifications working in social welfare;
- Social Worker - person with the appropriate vocational higher education qualifications.

Reflecting at Regulated professions and competent authorities in Estonia, the social worker is not exist in the legal professions system.

In order for a profession to develop in reality, there is always the question of whether legal or other moral structures exist for the profession. What are the standards for social work? An important step in the progress of the social work profession was the establishment of professional standards. This is a document describing the professional activities of the profession and required levels of competency, in other words the necessary skills,

knowledge and attitudes set required to successfully work. (Estonian Skills Qualifications Authority)

The first professional standard for social workers was adopted on October 22 2001. The working group had eight members, of which four represented schools that taught social work. The professional standards distinguished five levels, according to which the *professional social worker* is *a specialist with a higher education, whose activities are directed at assisting individuals, families and community groups with subsistence and the alignment of the community and society with the needs of its members. The social worker's clients are people having difficulties in coping.*

The next version, confirmed on June 2, 2004 by decision nr 15 of the Health and Social Work Professional Council, with a working group of 8 members, did not bring major changes compared to the first version; changes came in the third version, on December 2004 Health and Social Work Professional Council decision 17, with a working group of 26 members, where according to the classification, the social worker belonged to the second main group "Senior Specialists", code 2446. The description of the profession of social worker and the client does not change, but the professional standards sets out specialities:

☐ *Care of children*
☐ *Care of the elderly*
☐ *Welfare services for people with disabilities*
☐ *Welfare services for the homeless or unemployed*

The fourth version, on December 4, 2006, by the decision of the Health and Social Council, with a working group of 27 members, the speciality of *debt counselling* was added. The Professional Standards document has not been analysed as to whether it meets international social work standards as a Policy; the only published opinion has been given by Anneli Pohjala (Finland), who has said in an interview: "this, which is treated as the third level in the Social Worker Professional Standard, is probably not social work according to the international definition."

The awarding of professional qualifications is the process of appraising the applicant's level of competence compared to the requirements, resulting in a professional qualifications certificate being issued to the applicant. The Tallinn Centre for Social Work awards professional certificates in the field of Social Affairs. The applicant's compliance with professional requirements is assessed by the Professional Qualifications Committee of the Health Care and Social Work Professional Council.

On May 22, 2008 a new trade law was approved, this provides an 8-step qualification framework instead of the 5-tier framework, which was not considered flexible enough in describing all skills and knowledge acquired during life-long studies. The 8-step qualification framework will place our

professions system into accordance with the European Qualification Framework (EQF)) and provides the opportunity for our qualifications system to be compared with the systems of other European countries. The current social worker III, IV, V, professional standard was adopted on December 4, 2009 by decision of the Health Care and Social Work Professional Council, resolution no. 36, and has not yet been transferred into the new Qualifications Framework.

The Estonian Association of Social Work is professionally bound with social work in Estonia and the people, who value it, as well as a voluntary union of not-for-profit associations working in the field of social work, which aims to:

- bring together those active in the field and those that value social work in order to promote social welfare, social work and social work culture and to help form social policy;
- represent and protect the professional interests of Association Members.

The Estonian Association of Social Work has the right to issue Social Worker Professional Certificates, applications for certificates is often voluntary, as employers do not give any weight to Professional Certification.

The Code of Ethics for Social Affairs workers, adopted by the III Congress of the Estonian Association of Social Work on November 30, 2005, is an important component of the development of the profession (Ferguson & Ramsay 2010, Frost 2008), but at the same time, Estonian social workers have not united with the IFSW policy documents or other similar documents. Social work certificates and licenses, which do not exist in Estonia, regulate the profession/vocation in the modernistic approach. Social work in Estonia has developed within a neo-liberal economic model.

Employers in the field of Social Work

The municipal government is composed of local administrative officials, who implement the policy decisions of the council. Ideally, the municipal government should consist of a group of specialists. In regards to the staff of the municipal government, it is not regulated as to a) which positions definitely need to in existence or b) the educational requirements, except for the municipal clerk. In the regulation entitled "Designations of Local Government Officials Position Titles", No. 50, adopted 20/02/1996, which lists the position titles of senior staff, the position of *social worker* cannot be found. At the national level there is no legal act or standard that sets requirements for local governments to require an official working in the social field. Specifically, one might say that, it is not even specified whether this position should exist.

According to current research, the following job titles exist: there are 6 social advisers (sotsiaalnõunik), 1 social worker (sotsiaaltöötaja), 1 social

consultant (sotsiaalkontsultant) and 1 manager of the Social Department (sotsiaalosakonna juhataja). The title of "social adviser" (sotsiaalnõunik) is widespread in Estonia, the connection between the title and the occupation is imperfect.

In these figures there is no situation where the responsibilities of the social work official are shared by another official from another field, but there is a common practice in Estonia, where there are "education-sports and social advisers" and other such combinations. Social Affairs Minister Marko Pomerants, the Minister from 2003-2005, attempted to implement requirements for education and activities for social workers. "The National Welfare Conception" draft of 2004 which submitted long-term social sector development goals remained as only a draft. It is not possible to say according to the job title, if the employee who works in a position represents the profession of social worker, having a social work education or not. Equally, it is not possible to understand the extent to which a social worker is tied to the municipal government. Among the analysed cases are two cases, where a social worker (employed official) is also at the same time a member of the municipal government (elected official).

The professional occupation of social work is not specified at the local government level, if the position should exist in the municipal government, and most importantly, whether it is a job or representing a profession.

Protect of Client at The Decision Process

The council's Social Affairs Committee shall submit proposals to either the council or the municipal government, where the final decision shall be made, resulting in an expanded political leadership, which *includes the principle of collegial decision-making.* The Social Affairs Committee should provide only general guidance, in practice the main activities are participating in client work - deciding on the allocation of social benefits and the use of social services This practice includes several problems stemming from social work ethics and the profession's independence, autonomy based on a number of problems.

Firstly, the client protection issue, as the Social Affairs Committee members are ordinary rural residents, who become aware of all client cases and details, but at the same time are not limited by the confidentiality obligation; adding to this debate in the council or municipal government, the client case can become doubly public. The fourth level of disclosure comes from the Ministry of Social Affairs new IT solution, which requires client reports in addition to statistical reports.

An even more strenuous problem is how the Social Affairs Committee members can participate in the social worker-client decision-making process, without any professional knowledge? Gray & Gibbons

(2007) have argued that ethical guidelines do not guarantee ethical social work practice, but professional intervention requires professional knowledge.

The most important thing is always the question of how to protect the client. This study shows how the client's "case" will travel around from the various committees and officials, including the Ministry of Social Affairs. Although the local government civil service law requiring the duty to maintain confidentiality applies to some, this Act does not apply to the Social Affairs Committee members. So the situation is that although there is a *Data protection law* (*passed 15.02.2007 (RT I 2007, 24, 127) 01.01.2008*, Law edn, Riigi Teataja) in practice we fail in the protection of client information.

Tabel 1. The Framework of The Decision-Making Process of Client (P: Political C Client)

	Municipal Council		Municipal Social Committee		Municipal Government		The Social Committee of Municipal Government		Social Worker	
	P	C	P	C	P	C	P	C	P	C
Case 1	yes	no	yes	yes	yes	yes	no	no	no	yes
Case 2	yes	no	no	no	yes	yes	no	no	yes	yes
Case 3	yes	no	yes	yes	yes	yes	no	no	yes	yes
Case 4	yes	no	yes	yes	yes	yes	no	no	no	yes
Case 5	yes	no	yes	yes	yes	yes	no	no	no	yes
Case 6	yes	yes	yes	yes	no	no	no	no	no	yes
Case 7	yes	no	yes	yes	yes	yes	no	no	no	yes
Case 8	yes	no	yes	no	yes	yes	no	yes	no	yes
Case 9	yes	yes	yes	yes	no	no	no	no	no	yes

Based on empirical data, in practice there are three different levels:

- The simple structure, based by law, the social worker only employer = the combination A + B + Ca
- The double political structure, the social worker only employer = the combination A+ Aa + B + Ca
- The double political structure, the social worker is member of the administrative government   = the combination A+ Aa + B + Cb
- The triple political structure, the social worker only employer = the combination Aa + B + Bb + Ca

The assumption is that the social worker makes the decisions in the social worker -client subsystem. They have the knowledge regarding this and they should be given the appropriate decision-making rights.

Empirical analysis of the data reveals a different result:

I Subsistence benefits decisions

Subsistence benefits (monies are paid into the local budget from the State budget, the receipt of the funds is strictly regulated, the use of the funds is under State oversight, responsibility of the county government).

Subsistence benefits have been incorporated, as a national support package, into the STAR (Social Affairs Ministry) program, which allows the use of the monies to be more easily scrutinized.

In order to receive the subsistence benefit, the applicant submits the necessary documents to the local municipality, where they are checked and if necessary, additional controls are implemented. The decision regarding the allocation of subsistence benefits should be within the competence of the social worker, but this happens in only four of the nine townships. In five townships, the Social Affairs Committee, the municipal government or the council participates in the decision-making.

II Determination of benefits from the local budget

In general, with the partial exception of one municipality, the first discussion occurs in the Social Affairs Committee, which makes a proposal to either the municipal government or the municipal council, who then makes the final decision.

III Defining of Social Services

Social service is not a freely available universal service, but the right to use them is first discussed in the Social Affairs Committee, and the final decision is made by the council or the municipal government.

In the system of *Social worker-social affairs committee- -council/municipal government,* the decision should be in the prevue of the social worker, as only the social worker can offer the client appropriate solutions based on social work goals. Over the past hundred years, during which social work has become an autonomous profession, the development of proper criteria has been an integral part of the process.

The decision-making process regarding the clients is distributed among different levels, the practice undermines the independence of the social worker, and the social worker cannot protect the client. The decision-making process of cases is harmful to the client; social workers also have to protect the clients and advocate for their best interests. The principle of collective responsibility lives on in the 21st century without giving the profession of social work the opportunity to grow independent.

Conclusion

Use of the collective style, as far as the local decision-making is concerned, there is a lack of understanding of what it is all about, there are no norms and values to apply (non-functional ethical codex of social worker, human rights, human dignity), apparently also lack of skills and knowledge. According to Weinberg (2010), workers feel individually accountable for any judgments made. The prominence of personal responsibility results in the creation of practitioners who work at developing strong decision-making skills and good rule-following so as to avoid litigation or disciplinary action. In the subsystem, the social worker-social affairs committee will see some of

the social division of responsibility for the social good side, since they are dealing with small communities, then first of all, they do not let personal accusations arise against the social worker, and secondly, the social worker himself can not become a monarch.

The unregulated social work practice, missing social services standards, incompetent social field workers, all of these things create a presumption, and on the once hand, the local council and municipal administration must find the solution, while the citizens have a right to use the social services and social support.

Independent social caregiver or social worker positions did not exist in the local governments earlier in history since 1995. Today, the profession of the social worker is not specified at the local government level, the ambivalence position of the employer of the social work field: at the client level is existing to the political decision making process and some time the social worker is not included in the decision of social policy in local government. The decision-making process regarding the clients is distributed among different levels, the practice undermines the independence of the social worker, and the social worker cannot protect the client. In conclusion, the social affairs committee could be regarded as a citizenship based working method, if its activity was limited to solving strategic matters. This practice, where *people from the street* are directly related to client work, having decision making rights on issues concerning the client; then, it will be regarded as historic, the principle of collegial decision-making continuing in the 21st century.

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