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LOCAL GOVERNMENT PLANNING FOR SOCIAL BENEFITS WITH EXAMPLE OF HANNOVER CITY

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Abstract

Social legislation contributes to the provision of worthy existence of citizens, creates equal conditions for free personal development, particularly for young people, it protects and promotes the family, it enables acquisition of resources for maintaining a household with means of a freely selected activity, as well as it prevents from emerging particular burdens for units in the society. Purpose of this paper is to present an efficient and successful social planning pursued by German local governments, with the example of Hannover city. An additional effect of this article is an indication that you should definitely make social plans by governments, but in the proper relationship and the consequences in relation to the real capitalist economy. At various stages, in the development of local communities, this intervention should be of different sizes. This article was developed on the basis of the studied literature in the area of management, organization and planning of social activities in administration units in Germany and quantitative data sets available through the institutions of the European Union.

Keywords: Social Policy, Social Benefits, Management, Poverty, Social Planning, Hannover

1. Introduction

Today's social policy is based on management and social planning in cities, counties and municipalities. The adopted particular social policy's strategy resembles the condition of society, as well as the economic system / mechanism in a particular region. Every region has its own

character, thus social policy is developed in every city, county or municipality from another perspective (Mesjasz-Lech and Skowron-Grabowska, 2016). Germany is the welfare state, which results from their constitution and social legislation. It means that the state shall provide social benefits, including social and educational supports for all needing citizens, in order to guarantee social justice and social security¹ (Bundesregierung, 2017). Therefore, due to access to quantitative data, the city of Hanover was chosen as a practical example to present in the article. Social legislation contributes to the provision of worthy existence of citizens, creates equal conditions for free personal development, particularly for young people, it protects and promotes the family, it enables the acquisition of resources for maintaining a household with means of freely selected business activity, as well as it prevents from the emerging particular burdens for social units (Dahme and Wohlfahrt, 2011). In the Federal Republic of Germany, the municipal social duties are pursued according to the legal provisions binding in a particular land, to which such municipality belongs (Bundesregierung, 2017). Every municipality shall render adequate resources for social benefits purposes and shall provide such resources in due time within own borders, in order to guarantee care for own inhabitants.

Social planning is expected in every sphere of life, such as economic, social and cultural (Schmidt, 2010). Other tasks attributed to municipalities, in the scope of social policy, are stipulated in the legislation of particular German lands. For example, healthcare benefits are developed by the government of lands and include the assessment of:

- the existing condition of welfare services and welfare facilities;
- verification, whether the sufficient and diversified offer for the patient's specialized assistance was available in a particular area;
- the following activities are provided, in order to improve / extend the offer in the framework of medical assistance;
- with means of various activity programs and forms, the society is encouraged for giving opinions on the nursing/medical care, in order to involve them into planning the expenditures on social benefits (Kunz, 2010).

Moreover, the citizen's access to broad and complex offer of support for needing people, the residential reforms, improvements in patient's medical services, as well as social planning in lands in close relation to the development of local infrastructure are assumed in the social planning (Schmidt, 2010).

Apart from tasks commissioned to the Federation's municipalities and federal states, also voluntary municipal tasks exist, in the scope of the city's social policy, which are determined by the county's council. The most important tasks determined by the county's council include the following, i.e. reporting on the condition of municipality development, needs, social benefits, compliance with obligations for the provision of support to young people, making independent management decisions for construction of schools, etc. (Dahme and Wohlfahrt, 2011). Thus, the city's social policy is supported with complex mandate based on the purposes of social policy for whole land, as well as it may intervene in multiple various areas of the municipality's activity, e.g. promotion of health, help for disabled and elderly people, labor market. Every self-government unit makes social plans, depending on the financial resources in own disposition or the resources designated for such particular purpose, with regard to the character of social resources (Miciula, 2017). Thus, in every municipality, the areas of activity in the framework of social policy are characterized and detailed separately. The purpose of this paper is to present an efficient and successful social planning of German local governments, with the example of Hannover city (Sauermann and Mardorf, 2017). This article was developed on the basis of the studied literature in the area of management, organization and planning for social activities in administrative units in Germany and quantitative data sets available through the institutions of the European Union.

¹ Social justice is understood in these papers as a feature of political and legal system. The assessment of laws and duties in democratic state is objectively assumed for all citizens and social groups.

2. The European Union and social policy of municipalities

The unequivocal determination for the range of influence of the European Union's strategies is hard, or plainly the social policy in German local self-government can be hardly determined. On the one hand, the European Union has very limited responsibility in the scope of social policy. It is caused by occurring obstacles in negotiations and development of treaties in such extent. The obstacles in negotiations result from too excessive diversity of social policy system in the member states. The European Union has attributed a dominant role to rich member states, when it comes to shaping the social policy regulations (Kana and Mynarzova, 2014).

On the other hand, when it comes to fighting with social exclusion or with activities related with gender equality, the Union determines clear postulates with direct influence on the level of local social policy. The purposes of such Union's social policy are included in art. 136 of the European Union Treaty (European Union, 2012). This Treaty organizes functioning of the EU and determines disciplines, limits and conditions for its competences. According to the provisions from such Treaty, is stipulated that: "Member States coordinate own economic and employment policies and according to principles provided in this Treaty, within the scope of the Union's competences. According to the provision from the European Union Treaty, the Union has competences for determination and execution of common foreign and security policy, including gradual determination of common defense policy. In some areas and according to the provisions stipulated in Treaties, the Union has competences for activities oriented on support, coordination or supplementation of the Member States activities, however such activities do not replace the Member States competences in such areas" (European Union, 2004). The competences explicitly in the scope of the Union's decision are detailed in the Treaty, as well as decisions shared by the Union with member states. The competences shared between the Union and the Member States are applicable in the following main areas: internal market; social policy in relation to the aspects stipulated in such Treaty (Szarfenberg, 2017): economic, social and territorial cohesion, agriculture and fishery, with exclusion to preservation of maritime biological resources, environment, consumer protection, transport, Trans-European networks, power, areas of freedom, safety and justice, common safety problems in the scope of public health related with the aspects stipulated in this Treaty.

In the Member States with Euro as currency, the following provisions are given:

- the Union shall take measures, in order to guarantee coordination of employment policies for member states, with stipulation of guidelines for such policies;
- The Union may pursue initiatives oriented on the provision of coordinated member states social policies (European Union, 2004).

In art. 9 and 10 of Treaty hereto, the scope of activities pursued by the Union in the area of social policy is stipulated. Whereas, in art. 151 to 169, detailed areas of the Union's support for the states are given. Following this, "The Union and Member States, being aware of basic social rights stipulated in the European Social Charter undersigned in Turin on October 18, 1961, as well as in the Community Charter of the Fundamental Social Rights of Workers adopted on 9 December 1989, with purpose of employment promotion, improvement in the conditions of life and occupation, in order to provide its equality, with simultaneous preservation of advancement, respective social protection, dialogue between social partners, development of human resources, what enables the increase and maintenance in the level of employment and counteracting exclusion" (European Union, 2012).

The European Social Agenda adopted by the Commission is certainly a milestone in development of the European social policy, and in the field of economic and political orientation, social policy becomes a particular item in the policy of whole European Union (Szarfenberg, 2017). From the moment of the enacted Treaty, the welfare state principle is of basic importance for localization of Europe in the knowledge-based economy, as well as it is emphasized that a citizen in the Union is the European good and such a citizen is the subject of the European policy. In the Union's policy dual goal for its activity is pointed out, namely the economic increase with simultaneous improvement of conditions of living for citizens (Wojtaszek and Miciula, 2018). On

the one hand, the strengthened synergy between society and economy should guarantee economic development; on the other hand, it should guarantee protection of a unit, minimize social inequality and exclusion (Kana and Mynarzova, 2014).

3. Social planning with example of Hannover city

Economic and legal situation of the whole state directly influences on local social policy for social planning. Cities, counties and municipalities modernize own organizational structures, develop and train own personnel and optimize control processes, in order to make own municipality attractive and oriented on the future, despite the limited resources (Holtkamp, 2011). In the seventies and eighties of the last century, main goal for reformative efforts was the concern of the improved administrative activities, under condition of compliance with law, efficiency and compliance with the citizen's expectations and needs, in order to make such efforts transparent and understandable for such a citizen. In the nineties, the political management perspective became the area of interest for science and practice. Political management covers two key processes: political leadership as a basic service beginning from a citizen, through a policy, until administrative decisions; as well as the basic process, beginning with a policy, through a citizen, ending with administration (Zacher, 2014). In such years, combination of the processes stipulated above on behalf of local self-government operation was a primary goal, in order to include such political areas and activities of municipalities into the planning and in order to combine them in the course of implementation, irrespectively to the perception as a basic administration, or as the city's societies (Stepien and Miciula, 2017). Social policy becomes a part of the integrated development policy for city areas (Holtkamp, 2011). Municipalities in modern social planning and social policy should face with:

- globalization of markets, what extorts transformation from industrial society to knowledge-based society, strengthening competition between cities and regions;
- the increased polarization of incomes, as a result of economic structural changes, as well as increase in the number of poor people and socially disabled groups;
- educational poverty, comprising a significant proportion of poverty;
- emergence of parallel societies and an increasing importance of city's district as the central area of integration;
- social and demographic changes, namely development of population, structure of age and lifestyle with very diversified local and regional characteristics;
- climatic changes, influencing on the energy transformation;
- privatization of public services and economization of administration, what reduced overall possibilities for management and control; it leads to the problem of the uniform city's policy pursued for the administrative units and societies in the city (Dahme and Wohlfahrt, 2011).

Following this, the city's and county's development processes currently face with daunting tasks arising from globalization and maintenance of local identity. Contemporary social planning is settled in the general nation's strategy process, thus it is something more than the sum of single processes. Such a process is oriented on equaling development chances in the society and it directly influences on the level of living for inhabitants, based on the budgeted for such purpose, which is always designated in advance. Contemporary social planning is organized on the social and spatial level, it is transparent and accessible for all potential users. It is both for people requiring aid, and for expert companies offering such support in the form of provided services (Deutscher Stadtetag, 2013).

Administrative management exploits social planning in the strategic control process and it delivers the necessary resources for execution of social planning. It covers the resources for monitoring the society and uses financial instruments. Social planning determines the integration framework for various coexisting sector plans, as well as it has significant influence on the planning of a particular municipality's, city's or county's development (Binner *et al.* 2019). The concepts of social policy should be included in the general strategy of municipalities or counties.

Nowadays, the city's management is understood as holistic process. Social policy is an active element in planning the city's development. Perspectives for characteristic features in a particular region are determined (Gerull, 2011). For such purpose, every society requires a city or county development plan, which specifically influences on the changes. Social policy oriented on the future, apart from standard welfare tasks, adapts social infrastructure to turbulent changes in the surrounding, it creates spatial network oriented on the society, it favors development of innovative social services (Miciula, 2018). This modern activation of municipalities requires the involvement of resources, particularly not only money, what requires the cooperation of whole administration with the city's social unit, as well as it can be achieved in many municipalities explicitly with means of reallocation of household budgets.

Hannover has faced with the challenges of contemporary social policy and it has included the social planning as an integral part in city policy in its own strategy for the city. Collection of statistical data in the form of statistical yearbooks is adopted as a method of social planning. Analysis for statistical data enables the identification of cyclic regularities in the area of several years. The social situation in Hanover and the expected demographic and social development make it necessary to develop and implement various social and political strategies, also in the coming years. Social reporting in Hannover is a constant process, which is oriented on delivery of actual social data for the period of planning. It means that data concerning the society is settled in every year. Social data reveal target groups, social spaces and needs, which are assessed from the quality perspective (Hammer *et al.* 2010).

Then, social reports are compared in every four or five year. Basic task of social report is collection and assessment of information. Social situation is analyzed in the social report, it is assessed with respect to the development from last years, as well as future events and problems are being forecasted. Analysis results make grounds for social policy planning in the municipality for the subsequent years. Hannover city pointed out the following five areas of management for organization of social planning:

- reporting: particularly for social condition and poverty;
- monitoring: observation of development in the neighborhood, social space and households, identification of areas with special requirements for social activities;
- analyzing: analysis for social space and social structure, delivery and assessment of social data for the social planning purposes;
- social planning: observation and assessment of current changes and concerns related with social planning;
- consultancy: consultancy in terms of social sciences and professional methodical support for departments (Deutscher Stadtetag, 2013).

Every issued report on the social condition presents another social concern. In the 2016 report, inequality was the basic concern for analyses and social planning. The analyzed data for social inequality in the Hannover city refers to the unequal division of resources in the society and the resultant various changes. Presentation of diversity in lifestyles, life situations and social spaces have led to the planned decrease and/or elimination of activities against social inequality between the Hannover citizens in the following years. This year, Hannover started the collection of data, in order to analyze the poverty level in the society. It is demonstrated in reports and data analyses that social structure in Hannover, on January 1, 2016, is shown in Figure 1:

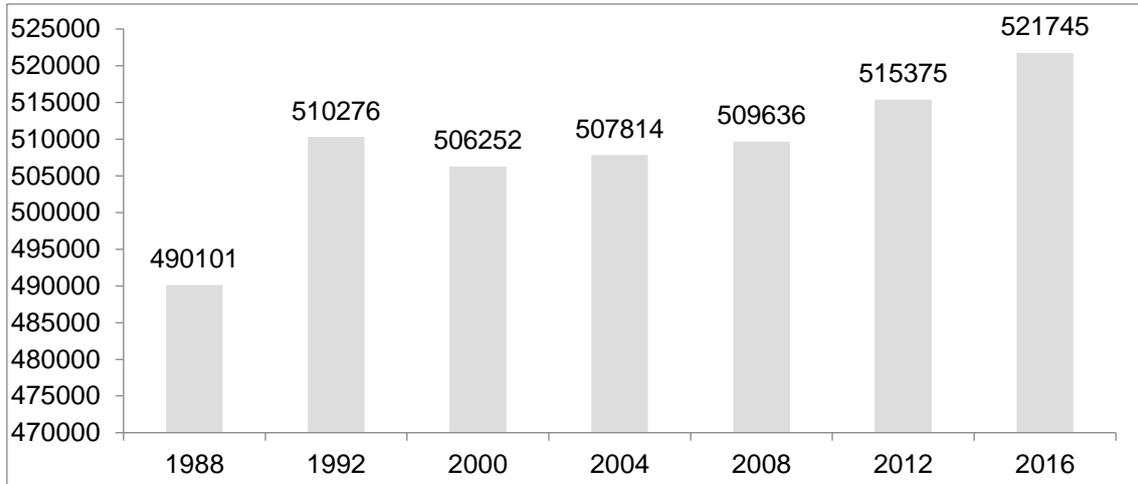


Figure 1. Number of Hannover inhabitants in the years 1988-2016
 Source: Author's own work based on Bundesregierung (2017)

521,745 people were registered residents in Hannover, whereas 51.6% comprised women and 48.4% comprised men. Also people declaring Hannover as their residential place were included in the statistics, and their number was evaluated for 14,659 people. Figure 1 demonstrates the evolution of population. After the fall of the Wall, significant increase in the Hannover population is observed, up to nearly 522,000 people. Such number slightly decreased in 2000, and it continuously rises from 2004. In 2016, about 49,700 disabled people in significant degree were registered in the city, what constitutes 9.2% of Hannover population, with slight advantage of women (54% of disabled people in significant degree) over men.

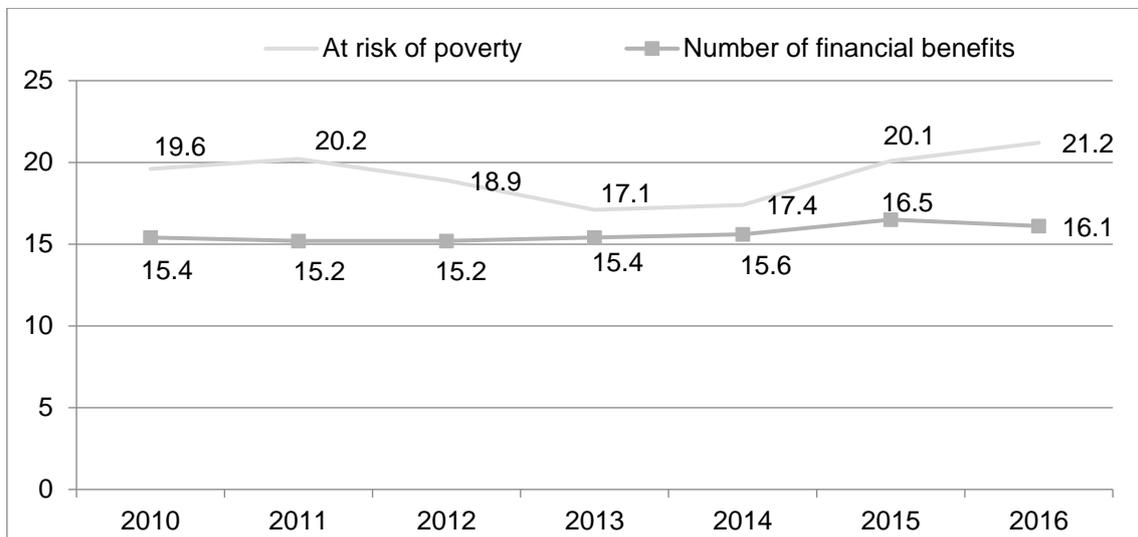


Figure 2. Risk of poverty factor in the years 2010-2016 (participation in %)²
 Source: Author's own work based on Sauermann and Mardorf (2017)

According to the methodology commonly settled by the European Union's member states and adopted by Eurostat, people living in households with disposable income lower from the

² Poverty factor does not resemble the poverty in social groups with 100% certainty, as a result of multitude of funds collected by such groups in the form of social benefits. Transfers in monies provide the resources for maintenance of poor social groups.

poverty margin, settled on the level of 60% median for income in a particular state, is assumed as the risk of poverty (Gerull, 2011). Thus, relative approach to the poverty measurement was adopted, according to which poverty threshold is related with standard of living in particular states. This measure determines a group of people existing in every state, who are in relatively the most troublesome income situation (Holtkamp, 2011). Nevertheless, the idea of poverty explicitly based on the material shortages does not exclude the fact that being a poor person means something more than insufficient financial resources. Poverty can clearly influence on other non-material areas of life, such as limited access to healthcare facilities or its lack, insufficient offer outside the school, insufficient educational offer for children and teenagers. Poverty can significantly hamper participation in particular social activities (Zacher, 2014).

In Figure 2, we see that the greatest percentage of inhabitants under risk of poverty was in 2016. That year, 88,776 people under risk of poverty were reported (Sauermann and Mardorf, 2017). Hannover has challenged the concern of poverty among children and teenagers, in the first stage of social planning. Following such data, Hannover occupies very high place in the nations' social poverty rankings, particularly in terms of children and teenagers. According to Figure 3, the percentage of poverty among children and young people amounted to 28.9% at the end of 2016. However, a year earlier, this index has already risen to above 29 percent.

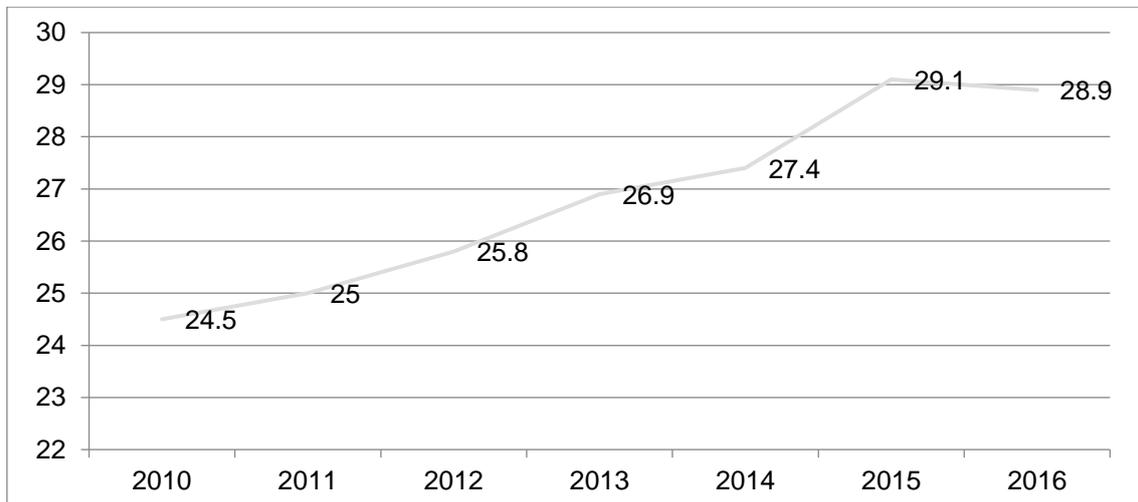


Figure 3. Poverty among children in the years 2010-2016 (participation in %)

Source: Author's own work based on Sauermann and Mardorf (2017)

A greater percentage of children under risk of poverty is reported only in Leipzig and Berlin. The reason for negative opinions is high number of single parents, who comprise 27% of all Hannover families. 91% of all single parents are mothers. In the end of 2016, 13,118 (25.2%) of all Hannover families collected benefits. Following the city's activity, such families benefit from various discounts. In the end of 2013, more than 100,000 Hannover citizens used such discounts, including more than 20,000 children (Ministerium für Inneres und Kommunales des Landes, 2017). After the years with constant increase in poverty rate, the number of children with this problem decreased for the first time in 2016, by 45 children, as we see in Figure 4. This number is small (0.4 percentage point, in comparison to former year) (Hammer, et al. 2010). Albeit this decrease is not significant, it provides guidelines for the city's government for further activities in such area.

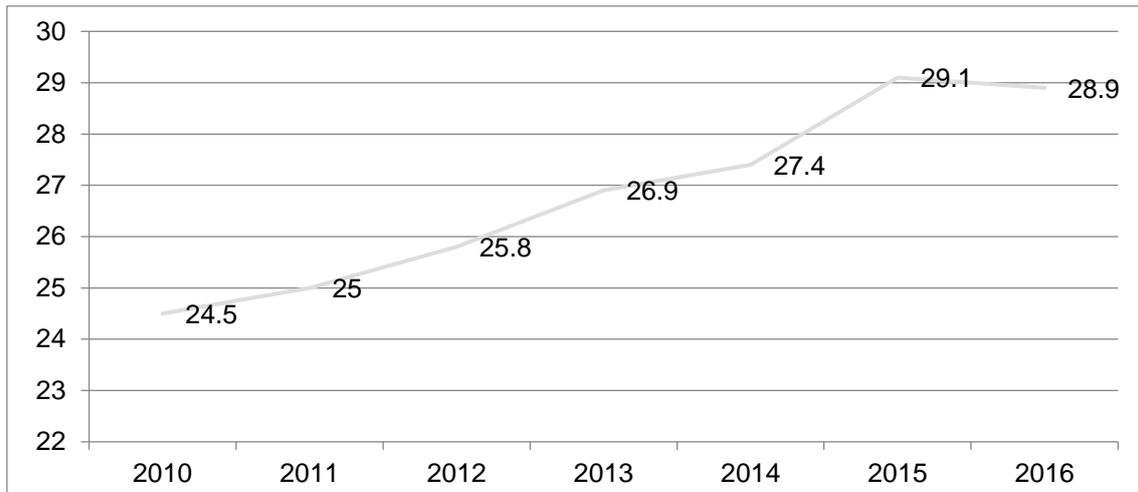


Figure 4. Poverty among children in the years 2010-2016 (numbers)

Source: Author's own work based on Sauermann and Mardorf (2017)

The society has practically no influence on local reach of poverty, because the key legal levers are settled on the upper levels of political power. In spite of this, the city's administration and whole society should pursue activities oriented on minimizing inequality, in order to limit the effects of income poverty and to offer the best care on every stage of life for such children and teenagers. A broader educational concept is required, that should cover both the combined educational facilities, and complex processes for acquisition of social, cultural, financial competences, or competences related with health (Kunz, 2010). Hannover has risen the challenge with means of the provided wide variety of products in the social planning strategy for poor families, in all areas of life:

- city infrastructure;
- cultural life (Hannover-Aktiv-Pass);
- social and spatial (family centers);
- institutional (i.e. language support in daily care facilities, parental education on workshops for parents, occupational orientation at schools);
- family (i.e. educational aids, consultancy for teenagers and family);
- individual (i.e. educational help, consultancy in terms of debts, psychological support).

4. Conclusion

Social planning provides the successful and coordinated scope of social benefit services. Every municipality includes own characteristics and interests of target groups in social planning, it analyzes social situation and development of social space, it formulates exemplary key goals for local social policy. It develops innovative products and processes with respect to added value, with exploitation of available resources. It supports the administrative management with means of integration planning, in the framework of the city's / county's / municipality's development planning. Such activity is oriented on social policy goals, as well as on social infrastructure based on needs. Contributes to the provision of worthy existence of citizens, create equal conditions for free personal development, particularly for young people, it protects and promotes the family, it enables acquisition of resources for maintaining a household with means of a freely selected activity, as well as it prevents from emerging particular burdens for units in the society. As part of the presented work, a quantitative analysis of the population (demography) was made, on the basis of which local authorities plan future assistance programs. As part of the analysis presented, the percentage value of financial assistance programs in 2010 - 2014 was stable (15.4% - 15.6%) and the risk of poverty in society was falling. However, in connection with the admission program for immigrants from Africa in the following years, the level of risk of poverty has increased

significantly to 21.2%, and the value of aid has also increased to 16.5% and 16.1 in the last year. This trend was confirmed by studying the risk of poverty among children. Although in this case the trend was constantly growing, the admission of immigrants only increased this state. However, the effectiveness of undertaken social activities in the city of Hannover can be seen in the last audited year, where the trend has been reversed and is in decline. It is expected that this state will continue and only now will the effects of actions taken by local authorities be visible. Therefore, the Hannover self-government is the evidence of efficient preventive actions in the area of social policy. Pilot activities pursued by the city, registering the changes occurring in the society, as well as constant monitoring for activities favor the optimization of management strategy in the area of social care. In turn, this produces the efficient and successful management for resources and the offer for increased support for people is facilitated, i.e. in last year. Therefore, the city's administration and whole society should pursue activities oriented on minimizing inequality, in order to limit the effects of income poverty and to offer the best care on every stage of life. Hannover has risen the challenge with means of the provided wide variety of products in the social planning strategy for poor families, in all areas of life.

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