Social Services in Europe – An Annotated Bibliography
Updated and Extended Edition

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Printed and bound in Germany.

Publisher:
Institut für Sozialarbeit und Sozialpädagogik e.V.
[Institute for Social Work and Social Education]
Beobachtungsstelle für die Entwicklung der sozialen Dienste in Europa
[Monitoring Unit]
Am Stockborn 5-7
D-60439 Frankfurt a.M.
on behalf of
Observatorium für die Entwicklung der sozialen Dienste in Europa
[Observatory for the Development of Social Services in Europe]

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ISBN: 3-88493-184-9

Table of Contents

Preface ......................................................... 7
Acknowledgements ........................................ 9
Precis ........................................................... 10

Social Services in Europe: Improving Information Across Europe
by Helmut K Anheier ....................................... 11
A note on the Structure of the Country Chapters by Helmut K Anheier .... 15

An Annotated Bibliography of Social Services: Country Chapters ............. 19
Austria by Birgit Trukeschitz .................................. 21
Belgium by Joanna Geerts and Ive Marx ........................... 39
Czech Republic by Igor Tomeš and Kristina Koldinská ................. 51
Denmark by Catharina Juul Kristensen .............................. 64
Estonia by Mikko Lagerspetz ..................................... 83
Finland by Kjell Herberts ....................................... 93
France by Marie-Eve Joël and Edith Buser .......................... 107
Germany by Andreas Thimmel ................................. 130
Greece by Charalabos Economou ................................... 151
Hungary by Robert Komáromi and Noémi Lendvai ................. 166
Ireland by Freda Donoghue ...................................... 183
Italy by Costanzo Ranci ....................................... 204
Latvia by Linda Živerte ......................................... 224
Lithuania by Laimutė Žalimienė ................................. 242
Luxembourg by Paul Zahlen ...................................... 254
The Netherlands by Theo Meinema .............................. 277
Poland by Jerzy Krzyżewski ..................................... 295
Portugal by Lisa Alfredson and Nuno Themudo .................... 313
Slovakia – A Preliminary Overview by Peter Gurafi .................. 336
Slovenia by Vesna Leskošek ..................................... 341
Spain by Josep A Rodriguez, Frederewina Insa and Christian Oltra .... 357
Sweden by Tommy Lundström .................................... 370
UK by Kate Henderson and Martin Knapp ........................ 382
The European Union by Helmut K Anheier and Siobhan Daly ........... 414

Social Services in Europe: Current Debates and Policy Issues
by Sarabajaya Kumar, Helmut K Anheier and Lisa Alfredson ............... 433

A note on Index Construction and Use by Gary Hall ......................... 447
Author Index .................................................. 449
Subject Index .................................................. 465
List of Authors and Editors ...................................... 481
Preface

In 1999, the Observatory for the Development of Social Services in Europe decided to carry out a major review of social service delivery systems in Europe. As a central element, the Frankfurt-based Monitoring Unit of the Observatory for the Development of Social Services in Europe, at the Institute for Social Work and Social Education (ISS), commissioned a compendium of current social service literature in EU countries.

Prof. Helmut K. Anheier, Centre of Civil Society, Department of Social Policy at the London School of Economics and Political Science, led the project in the framework of an European network of scientist and edited a book, which was published in October 2000 entitled “Social Services in Europe – Annotated Bibliography”. It comprised a bibliographical assessment of core literature in relation to key issues in the field of social services for the current 15 EU member countries. The study can be ordered from the publisher – the Monitoring Unit of the Observatory for the Development of Social Services in Europe – (for full postal address please see Imprint) or downloaded from the project’s homepage [http://www.soziale-dienste-in-europa.de](http://www.soziale-dienste-in-europa.de) (cf. menu point “Veröffentlichungen/Monografien”).

In response to increasing interest in the first annotated bibliography, as well as continuous demand for the printed copy of the study, a follow-up project was commissioned in late 2001 – again by the Monitoring Unit of the Observatory for the Development of Social Services in Europe. This second updated and expanded edition of the Annotated Bibliography on “Social Services in Europe” has three main objectives.

First, taking account of the forthcoming enlargement of the European Union by ten countries, mainly from Central and Eastern Europe, the geographical scope of the second study was extended to include the five Central European accession countries (i.e., the Czech Republic, Hungary, Poland, the Slovak Republic and Slovenia) as well as all Baltic countries (i.e., Estonia, Latvia and Lithuania).

Second, this new edition of the bibliography not only covers published social science literature that appeared in the form of journal articles, chapters, and books, but also to a certain extent government documents and publications, such as white papers, legislation and legal documents. For the most part, country reports now also cover grey literature. Last but not least, a Chapter “The European Union” has been added.

Third, and last but not least, the first study published in October 2000 has been comprehensively updated. As a rule, the large majority of bibliographic references have new inclusions. Information in relation to the content of journal articles, chapters, books, reports, etc. already used in the previous edition have also often been amended.

For each country, both the first and the second updated and extended edition of the study follow a common structure and offer a succinct summary of the social service system. By reading the country chapter, the reader should have a fairly good idea of how social services are organised, financed and delivered (Part A – Synopsis of Social Service System), what the state of social science
knowledge is (Parts B – Annotated Bibliography – and C – Special Fields), and what the current policy issues and trends are, in each of the current and future EU member countries (Part D – Summary assessment of current debates in the field). An extended subject index at the end of the book assists readers in finding specific topics and issues across the different country chapters. Finally, there is also an author index.

We hope that this updated and extended edition of the annotated bibliography on "Social Services in Europe" will be of great value to researchers, policy-makers and practitioners.

Acknowledgements

This annotated bibliography owes much to the efforts of others. We would like to thank Mr. Linzbach of the Federal Ministry of Family, the Elderly, Women and Youths in Berlin, Mr. Weigel, Director of the ISS in Frankfurt for suggesting this work initially and for supporting it throughout. Special thanks are also due to Mr. Maucher of ISS for seeing the project along, and for being of great assistance throughout. Thanks also to Dr. Patrick Noak for translating a couple of country chapters into English and to Ms. Juliette Bigley for her research assistance. Finally, many thanks are owed to Barbara Baum and Jane Schiemann at the Centre for Civil Society at the London School of Economics and Political Science for their administrative support and for managing communications with the various contributors across twenty-five countries and two continents.
Social Services in Europe: Improving Information Across Europe

by Helmut K. Anheier

Why this book?

The different social service systems in Europe, are at the core of the social and political fabric of member states, as well as those countries soon to join the Union. They are at the nexus between the economic and social realms, and as such, closely related to social stability at the macro-level and basic security at the individual level. Because of changing conditions, social service systems are facing crucial challenges. These will be further amplified by two major developments during the coming decade. The first is the extension of EU membership to new countries, particularly in Central and Eastern Europe. The second development at the European level lies in the growing volume of cross-border social service delivery, as part of the free movement of services, labour and capital, among member states.

It is important to bear in mind that these developments take place in the context of very different national laws in terms of service eligibility and coverage, involve different financial arrangements and different types of organisations in actual service provision. Even though the European Commission has limited direct competence in social affairs – which principally remains a matter of member state responsibility – social services are thus set to become increasingly relevant to EU concerns. In order to deal with the complex policy challenges across a broad range of fields, the EU and member states urgently need information about social services.

In this context, moreover, the academic community needs more and better information on social services, in order to develop and test theories about social service delivery and finance systems to inform policy-making. Cross-national understanding of social services in Europe, i.e., the comparative advantages and disadvantages associated with particular finance and delivery systems, and the policy implications they entail, remains incomplete. The efforts of social scientists in the field of comparative social policy are continuously frustrated by the lack of systematic and comparative information on social services (Clasen, 1999; European Commission, 1994; Alber, 1995; Deacon et al, 1995).

Against this background, the collection of chapters in the book is intended to serve as an initial step toward greater understanding of Europe’s social service systems. We are well aware that the systematic description and analysis of social services in a European context has barely begun. Of course, comparative research on social services in the various European countries has a long tradition, and has gathered momentum in recent years (e.g., Clasen, 1999; Evers and Svetlik, 1993; Leibfried and Pierson, 1995; Deacon et al, 1995). However, little systematic work has been conducted cross-nationally at the European level, in an empirical sense, that goes beyond a relatively well defined type of service (day care) for a beneficiary group (children, elderly etc). As a result, there is a growing hiatus between more abstract policy approaches and detailed analysis of specific fields.
The policy community in Brussels and the national levels are frequently faced with the challenge of coming to terms with the very different national cultures, laws and policies in the social service field. While the Union has achieved some common policy terrain in other fields like agriculture, manufacturing or banking, it lacks such a platform when it comes to social services. The bibliography and the extensive index system provided here may help create a common terminology and greater cross-national understanding, in the field of social services.

**Background**

As recently as ten years ago, policy-makers and scholars could work on the assumption that social and health policy were largely a matter of member states’ and national concerns (de Swan, 1992). Initially, and according to the Treaty of Rome, the EU had only a limited competence in social affairs. This changed with the Treaties of Maastricht and Amsterdam, when EU competencies were somewhat expanded. Although the full implications of greater EU competencies in social affairs are long-term and are difficult to gauge at present, it seems likely that we are at the beginning of a process of Europeanisation of social services and social security systems.

Within the framework set by the Maastricht and Amsterdam Treaties, social security, health care and social services will be organised according to the principle of subsidiarity. This means that the EU would gain only as much legal and political competence as needed, whereas member states would retain as high a level of policy-making capacity as possible. At the same time, however, this basic framework is being tested from various sides. These are as follows.

The subsidiarity framework is a largely formal principle, but lacks substantive content in terms of social policy objectives and directives. The goals of European social policy remain fragmentary, and remain subject to developments in other policy fields, that are more advanced in their objectives, in particular, enterprise and competition policies. As a result, observers like Leibfried and Pierson (1999) point to a slow erosion of state sovereignty in the social policy field, which de facto limits the capacity of member states to design and implement adequate measures at member state levels.

Even though the European Commission had no central role in social policy until recently, Article 137 of the Amsterdam Treaty changed this in a significant way and allocated competency to the EU in a number of major fields. Moreover, the number of fields explicitly exempted from EU policy competence has been reduced. In this context, we find a clear example of what analysts like Scharpf (1994) identified as a general deficit in EU policy-making. The capacity of the EU in terms of policy formulation, making and implementation is not growing at the same rate and quality as the capacity of member states is being reduced. As a result, there is a growing imbalance in legal competence, knowledge and expertise in the social policy fields, carrying with them a great potential for unintended consequences and negative developments.

Next to direct measures (e.g., Article 137 of the Amsterdam Treaty), other EU activities have significant consequences for social policy. This is the case whenever the EU becomes active in policy fields that are linked to social services in the broadest sense. EU competition and deregulation policies, e.g., in the insurance industry, may have repercussions on the financing of social services and change the cost and revenue situation of provider organisations.

Related to this is the greater marketability of some social services, which attracts commercial providers, in addition to the more traditional organisations in the field, typically, either non-profit organisations or public (state) agencies. The introduction of long-term care insurance in Germany in 1995, for example, brought with it substantial growth in the number of for-profit providers in a field that had traditionally been populated by charities and similar organisations.

At the same time, fuelled *inter alia* by the greater mobility of employers, employees, professionals and retirees alike, there is growing demand for cross-border provision of social services. Particularly in the aftermath of recent decisions by the European Court of Justice, e.g., Kohl (C-158/96), Decker (C-120/95), and Regione Lombardia (C-70/95), it is likely that the social security and social service systems of member countries will be come increasingly open. In this context, many critical questions arise in terms of competition among social service systems and the associated problems of ‘social dumping’ and ‘free riding’, leaving aside the immense array of technical and administrate issues, when it comes to eligibility, account-ability, and financial coverage of what kind of services to what type of user.

European social policy is thus confronted with great challenges, which will become even more acute with the scheduled accession of countries from Central and Eastern Europe. Most likely, social policy at the EU level and in individual member states is likely to change in the coming years, due to increased demand, marketisation, free flow of goods and services, among other factors. Given these challenges, it would be necessary to develop effective and innovative policies, to test different policy scenarios, to explore the implications and effects of policy decisions on the quantity and quality of social services supplied. Unfortunately, any such attempt to develop a forward-looking European social policy, in the field of social services, continues to be frustrated by the lack of information.

Indeed, the paucity of systematic and comparable data in the field of social services is surprising, given the expected changes and the political sensitivities involved. Only a few attempts have been made in the past, most notably at the more general level, the Luxemburg income studies (O’Higgins et al, 1990), and the family policy data base at the University of Mannheim (Bahle and Maucher, 1998). What is more, information is collected at national levels, with little regard for cross-border and EU-related aspects. Examples are the National Information System on Social Services in Italy, or the National Information Centre on Social Security, established in the Czech Republic with EU support. As a result, social policy in Europe faces a double challenge. On the one hand, at the EU level, social policy remains formalistic, with no substantive vision of what a future European social policy should look like, in terms of objectives and major policy parameters (equity issues, etc). On the other hand, no information system is in place that could help the EU and member states, let alone other stakeholders, in relation to development of medium to long term policies and strategies.

Central in this respect are questions of definition and coverage. Member states vary in their definition of social services and the extent to which definitions cover
A Note on the Structure of the Country Chapters
by Helmut K. Anheier

This is a cross-disciplinary bibliography that draws from economics, sociology, political science, social work, legal studies, history and other major social sciences.

Definition

By social services we refer to personal social services delivered by public, non-profit or for-profit providers, including self-help initiatives. The definition excludes education, culture, sports, and financial payments based on social security insurance. In other words: a tangible service must be provided by one person for another, not simply a monetary transaction, as is the case in health care benefits, child care benefits, social security benefits, and the like. For the purposes of this project, we also exclude health services and medical care as such (hospital-based and medical practice-based in-patient and outpatient health care).

Much of the social service literature refers to specific fields and client groups, such as families, youth, HIV/AIDS or the elderly. In Part B, the chapters focus on work that is either more general in nature, i.e., covers a range of social services, or that are more specific, but with implications for other fields, i.e., a paper on family services with results that are relevant for other types of services as well. Part C deals with specific fields.

Outline of Country Bibliography

A Synopsis of Social Service System

In this summary or overview of what social service finance and delivery systems look like, covers areas, such as the following.

- Definition of social services commonly used in each country;
- major social and economic indicators of social service provision, such as output and capacity measures, size of social service economy (employment, expenditures, clients served);
- system of government spending on social services by type.
- Model of social service financing more generally – who finances what and for whom?
- Models of social service delivery – who provides what to whom?
- Major laws relevant to social service delivery system in your country (list laws and briefly indicate what they regulate).
B Annotated Bibliography

Lists and assesses major works on the following.

1. Social services and the welfare system that are of a more comprehensive nature – overview volumes – “classics” in the field.
2. Supply and demand of social services.
3. Definition, forms and types of social services.
4. Organisational aspects, forms, ownership, and auspices of provider (e.g., state-run; quangos; for-profits; nonprofits).
5. Social service financing.
6. Staff and volunteers.
7. Clients, users, and consumer issues, profiles.
8. Efficiency, effectiveness and equity of social service provision and financing.
9. Patterns of relations (co-operation and conflict) among providers, including private-public partnership.
10. Innovation and change.
11. European union and globalisation issues.
12. Bureaucratisation and/or commercialisation problems.
13. Comparative, cross-national issues.
15. Other topics not elsewhere covered.

C Special Fields.

• Child and Youth Welfare.
• Family services.
• Frail elderly, nursing homes, long-term care.
• Health care related social services, convalescence and rehabilitation.
• Handicapped.
• Homeless, the poor, poverty.
• Unemployed.
• Immigrants and refugees.

D Summary assessment of current debates in the field.
An Annotated Bibliography of Social Services: Country Chapters
Austria

by Birgit Trukeschitz
Vienna University of Economics and Business Administration

A Synopsis of the social service system

Social services are broadly defined within the scientific literature as all services aimed at satisfying the needs of individuals in the areas of support, counselling, treatment and care giving (e.g. Badelt, 1997). There is no unified definition of social services in Austrian literature on social services. Social services viewed in narrower terms are a form of social assistance. Rooted in the legislation of each federal state, they include for instance home care, family assistance and assistance with personal care. These services assist those in need through supporting their daily activities at home. This is intended to complement assistance already provided by others, such as relatives and friends.

The landscape of social services in Austria is marked by great heterogeneity. This variety is mirrored, on the one hand, by the great numbers of organisations offering social services (ranging from small self-help groups to large welfare organisations), and on the other hand, in the breadth the various target groups at which services are aimed.

Social and economic indicators of social services (such as employment, income and expenditure structures, target groups, and the like) are rarely documented across all areas of social services in Austria. However, there are studies in sub-areas of social services, which analyse volume of employment and financial aspects. Results, dating from 1995, are available for social services offered by non-profit organisations (see Bachstein, 2000). These results help to paint an initial picture of the significance of NPOs in social service provision in Austria since they are the predominant providers.

Public funds are a significant source of revenue for Austrian social services. The changing relationship between NPOs and the public sector has led to much debate in the socio-political sphere as well as in the scientific literature (see Leichsenring, Stadler 1999 among others). The change in this relationship has resulted from legal and financial incentives, cuts in public expenditure, and recent trends of reducing the responsibility of the state – all of which have led to a reduced role for the public sector. Therefore organisations providing social services face new challenges both in relation to provision of and financing for their services. There are few empirical studies about the consequences of such changes in Austria.

In both the published scientific and grey literature, social services aimed at people in need of assistance, and in the area of childcare, are relatively well documented. In other areas, however, the Austrian literature is patchy. There are few illustrations of the institutional structure and only some in-depth observations of specific themes and problems.
Social service legislation is not consistent throughout Austria. Federal legislation only addresses general aspects of social service finance and delivery, and actual administrative arrangements are regulated by the nine federal states. All regulations concerning Austrian national legislation and the legislation of federal states can be found at the homepage of the legal information system of the office of the chancellor (http://www.ris.bka.gv.at).

B Annotated Bibliography

1. Social services and the welfare system


Although social services cannot be divorced from the overall structure of the Austrian welfare state, their roles are by no means clearly defined. This is true of both the theoretical debate, as well as in applied scientific or social policy discussions. This article analyses the problems and issues of social services both at the conceptual level, and applied to the current changes in the Austrian or German welfare states.


Based on social and economic sciences, this volume contains a consolidated overview of Austrian social policy. It discusses socio-economic principles and approaches and provides a theoretical and conceptual base for social policy. The chapter on the theory of institutional choice is of particular interest. This theoretical approach elucidates the characteristics of social services and adds theoretical arguments of the advantages and disadvantages of Nonprofit-Organizations as providers of social services.


This book offers a comprehensive overview of Austrian social policy. In particular, it describes the policy fields relating to health, disability, the elderly, family, unemployment, poverty and social exclusion, and it demonstrates how social services have been integrated into these policy fields. The authors also discuss problems and issues in relation to different fields and for specific target groups; and the aims, institutions, instruments and current problems of social policy in Austria.


Ertl and Schrems describe home care as the original form of care for people who are ill. After describing the situation in Vienna in 1996 and two particular theories of need and care, the authors present the methods and results of their evaluation, which indicate the nominal and actual need for care and nursing. Then they discuss deficits in self-help, differences in needs and demand, and aspects of personnel management.


After an examination of the changed political and economic situation in relation to social services in Austria, this report draws on project examples and case stud-
ies to illustrate how they have affected the quality of working conditions and of service provision. In addition, ideas for how modifications to service provision and quality improvements for clients and employees can be shaped through innovative interaction with these new conditions are discussed. This study documents the growth of social service providers in Austria and the associated changes that have taken place, in terms of their self-awareness and organisational structure.

3. Definition forms and type of social services


An introductory explanation about how social services are organised is followed by detailed information about tasks and social services for different client groups. These groups include: children; young people; adults; people with disabilities; young people who have committed crimes; people who abuse substances; people with mental and physical illness; immigrants; and the elderly. The authors examine community work, preventative measures, and the situation of social service employees, in detail. Specifically they discuss occupational image and the general problems of social work and voluntary work.


This work focuses comprehensively on non-profit organisations as providers of social services. They range from large welfare organisations to small social initiatives. A variety of definitions of social services are presented. The conceptual section is supplemented with economic characteristics of social services. The empirical section presents an overview of the structure of organisations providing social services and of branches of activities of social nonprofit organisations by target groups, in Austria. This work examines the significance of NPOs in the realm of social services, not only from an economic perspective but also from a social policy perspective.

4. Organisational aspects, forms, ownership, and auspices of provider


This manual includes descriptions and analyses of the non-profit sector in Germany, Switzerland and Austria. In addition to considerations about the roles of NPOs in society, there is a section about the management of non-profit organisations. These sections contain suggestions for the adaptation and implementation of business-economic models. Although the main objective of this book is the description of the non-profit sector, some contributions include social service case studies.


This book provides an insight into case management. It considers the definition, concepts, and key functions of case management, together with the control-loop of case management, and its roles and tasks. It concludes with a description of the experience of the implementation of case management in Austria and recommendations from international experience. This report is predominantly aimed at decision-makers in the public health system and executives and practitioners in organisations offering social services, and healthcare.

5. Social service financing


This work focuses comprehensively on non-profit organisations as providers of social services. They range from large welfare providers to small social initiatives. The work examines NPOs in the area of social services. Bachstein presents empirical evidence/data on financing (i.e., the sources of income of social services providers in Austria). Both the heterogeneity of social services and the many forms of financial dependency are also expressed through the variety of their financial structures.


The first part of the article describes the alternatives between administrative regulations for nursing and care of the elderly and presents its evaluation from an economic point of view. The second part is a critical analysis of the Austrian system. It focuses on shortcomings of the long-term care allowance system and its impacts on public funds. The third section of the article elaborates on proposals for reform, and the costs of long term care at a federal state level.

6. Staff and volunteers


This work focuses comprehensively on non-profit organisations as providers of social services. NPOs have a significant share of the market of social services in Austria. Specifically, the domain of social services is viewed as a market with great potential (due to the increasing proportion of elderly people and individuals in need of care, as well as the disintegration of traditional household forms) and is consequently recognised as potential employment. The economic and social
Volunteers represent a substantial segment of the total workforce in many social NPOs. The majority of organisations depend on the work of their volunteers. The aim of this research project is to investigate and analyse personnel strategies adopted by NPOs vis-à-vis their volunteer and salaried workforce. In addition, it develops indicators for the development of NPO-specific personnel strategies. From a methodological perspective, the work is based on the qualitative analysis of 12 in depth case studies of personnel strategies of social NPOs (i.e., rescue services, and accompaniment of psychiatric patients). Particular attention is given to the quality of service and personnel costs on the one hand, and to workshops with representatives of the case-study organisations, on the other. The results show differing practices in all areas of personnel management. Numerous individual findings are consolidated in a strategy-matrix. The published abstract of this research project can be found in: von Eckardstein, Dudo and Helene Mayerhofer. 2001. "Personalstrategien für Ehrenamtliche in sozialen NPOs. [Strategies for the management of volunteer personnel in social Nonprofit organisations] " Zeitschrift für Personalforschung, Band 15 (3): 225-242.

Leichsenring, Kai and Michael Stadler. 2000. Persönliche soziale Dienstleistungen: Qualität der Dienstleistung und Qualität der Arbeitsbedingungen. [Personal social services: service quality and quality of working conditions (Note: this report is available only in electronic format)] Europäische Stiftung zur Verbesserung der Arbeitsbedingungen. (Anmerkung: Dieser Bericht ist nur in elektronischer Form erhältlich)

After an examination of the changed political and economic situation in relation to social services in Austria, this report draws on project examples and case studies to illustrate how they have affected the quality of working conditions and of service provision. In addition, ideas for modifications to service provision and quality improvements for clients are discussed. This study documents the growth of social service providers in Austria, and the associated changes that have taken place in terms of their self-awareness and organisational structure.


This research into outpatient care services was carried out in April 1999, in Niederösterreich (Lower Austria). The objective of this study was to determine the working conditions of employees active in outpatient care provision. In addition to detailed results, which are displayed for each answer, this publication includes conclusions in relation to the main topics of the census (including for instance image-perception of job, working environment, competencies, and burden). The questionnaire can be found in the appendix.

7. Clients, users, and customer issues, profiles

This article summarises the results of a study into collected information on the characteristics (i.e., age, regional origin, diagnosis, level of need of care) of stable, long-term psychiatric patients in a federal psychiatric clinic. This data should form the basis for the planning, design and creation of local psychosocial/psychiatric care provision in Oberösterreich (Upper Austria) as determined by the needs of patients. This article presents results, conclusions and recommendations.

8. Efficiency, Effectiveness and Equity of social service provision


Drawing on examples of services in the areas of: social assistance; assistance for people with disabilities; and youth welfare, the editor examines how welfare associations and the public sector work together in providing social services. Dimmel discusses how complexity, which is clearly illustrated by the organisation of social services, is reflected in the legalisation and the implementation of social services. Insufficient standards, together with a lack of binding regulations between federal states (i.e., financiers/purchasers of social services and agents/providers of social services, are generally to the detriment of those entitled to the services, who are frequently from vulnerable and disadvantaged groups.

9. Patterns of relations among providers, including private-public partnership


This article contains a comprehensive review of social services in the areas of outpatient care and assistance in Vienna, which ranges from the livelihood of users to the legal and political background; and the history of service provision to the costs of social services. A description of co-operation between public providers and private users on one hand and between the umbrella organisation and their member organisations on the other, is the focal point for discussion.


The objective of this paper is to illustrate the tendencies towards New Public Management in the ambit of personal social services and to illustrate the quality assurance measures which were developed as a result of the devolution of public service provision to private providers (irrespective of whether these are Nonprofit or profit-oriented organisations). An overview of the structures and the legal framework in the areas of social services in Austria are provided in the opening sections of the paper, with a focus on structures assisting children and support of individuals in need of assistance in Vienna. The following section has service level agreement as its focal point. Finally, quality assurance from the point of view of user and service provider is addressed. The conclusion offers views on the varying relationship difficulties between the contracting body and the contractor in the area of social services.

10. Innovation and change

Leichsenring, Kai and Michael Stadler. 2000. Persönliche soziale Dienstleistungen: Qualität der Dienstleistung und Qualität der Arbeitsbedingungen. [Personal social services: service quality and quality of working conditions (Note: this report is only available in electronic format). Europäische Stiftung zur Verbesserung der Arbeitsbedingungen. (Anmerkung: Dieser Bericht ist nur in elektronischer Form erhältlich)]

Starting from the changed political and economic conditions of social services in Austria, this report uses project examples and case studies to illustrate how changing conditions affect the quality of working conditions and of service provision. Additional aims of this work discuss how modifications in service provision can be shaped through innovative interactions with these new conditions, and explicit orientation towards quality improvement for clients and employees. This study documents the growth of social service providers in Austria and associated changes in these organisations’ in terms of their self-awareness and organisational structure.

11. European Union and globalisation issues


This article is dedicated to the European dimension of non-profit organisations. Assuming high relevance of the European perspective for economic and social analysis of NPOs, this article elucidates the institutional framework of the European environment and discusses the relationships between NPOs and EU institutions from and NPO perspective. The author reaches the conclusion that NPO-specific EU policies are still under construction. The influence of various EU political fields on NPOs is undisputed and indicates a trend, which will presumably be intensified in the near future.

12. Bureaucratisation and/or commercialisation problems


Drawing on examples of services in the areas of: social assistance; assistance for people with disabilities; and youth welfare, the editor examines how welfare associations and the public sector work together in the provision of social services. Dimmel discusses how complexity, which is clearly illustrated by the organisation
of social services, is reflected in the legalisation and implementation of social services. Insufficient standards, together with a lack of binding regulations between federal states (i.e., financiers/purchasers of social services and agents/providers of social services), are generally to the detriment of those entitled to the services, who are frequently from vulnerable and disadvantaged groups.


The objective of this paper is to illustrate the tendencies towards New Public Management in the ambit of personal social services and to discuss quality assurance measures, which were developed as a result of the devolution of public service provision to private providers, (irrespective of whether these are Nonprofit or profit-oriented organisations). An overview of the structures and the legal framework in the areas of social services in Austria are provided in the opening sections of the paper, with a focus on structures assisting children and support of individuals in need of assistance in Vienna. The following section has a service level agreement as its focal point. Finally, quality assurance from the point of view of users and service providers is addressed. The conclusion offers views on the varying relationship difficulties between the contracting body and the contractor in the area of social services.

13. Comparative, cross-national issues


This study examines forms of integration of people who are unemployed into the labour market and focuses on tensions between the duty to work and innovative employment provision. The study critically assesses the basic principle of a system of social security, which is closely linked to labour participation. The author sheds light on the ideologies behind the catchphrase “Welfare to Work” through a comparison of laws in Germany, America, Great Britain, the Netherlands, and Denmark.

Österle, August. 2001. Equity Choices and Long-Term Care Policies in Europe. Allocating Resources and Burdens in Austria, Italy, the Netherlands and the United Kingdom. Aldershot: Ashgate.

In this book, Österle employs an interdisciplinary and comparative approach to studying equity in long-term care policies in Europe. Rather than focusing on theories of social justice or analysis of specific interpretations of equity, this book develops key dimensions for equity choices. This tool is then used to explore equity choices, in both the provision and financing of long-term care. These choices are discussed with regard to the implications for the various actors and are also contrasted with basic welfare state objectives. This book represents an important addition to comparative research in several key areas of welfare and welfare state design. It explores public sector, private sector, formal sector, and informal sector responsibilities in long-term care systems and relationships between different welfare state objectives and interventions, and the principles and choices surrounding the allocation of resources.


This report assesses and documents key developments in public social services in the European Union. It examines service improvements, which are aimed at client groups with multiple needs, such as adults with mental illness; adults with learning disabilities; dependent older people; and young people who are unemployed long term. The report examines the impact of various initiatives, which are aimed at both improving the quality of services to clients, as well as the working conditions of staff. It also discusses strategies for the future.

14. Current trends and policy issues, predictions


In this article, Badelt both summarises the main statements of this manual and reveals new trends, in structural changes of the Nonprofit sector in Austria. He discusses the role of the non-profit sector and its importance in relation to the State, the private, and the for-profit sector. His arguments focus on the roles of the different sectors in the provision of social services in addressing new social problems, and provide illustrations of increased polarisation within the non-profit sector.


The focus of this paper is on the socio-political demands on the non-profit sector. In view of the recession, and changes in public policy and responsibility, it is considered/hoped that NPO’s providing social services will not only address deficits in interest group representation, but that they will encourage the promotion of civil society.

15. Other topics not elsewhere covered


The objective of this chapter is to provide a quantitative snapshot of the non-profit sector in the Austrian social system. In addition to providing an overview of
political and economic indicators (i.e., production value, input factors, expenditure and financing), this article also provides sector-specific indicators. It also includes examples of social services and draws on quantitative research on care of the elderly and home-based care.

C Special Fields

Child and Youth Welfare


This anthology illustrates models for the design of childcare support, and assesses social and economic repercussions of these models. An appraisal of the repercussions and the consequences of the introduction of childcare support to childcare facilities in Austria are also given. The editor argues that parents of toddlers’ gain increased purchasing power as a result of the childcare support scheme, and improvements in childcare facilities can be expected. Particular attention needs to be given to undesired effects, which can be attributed to a variety of market failures.


This publication describes the problems faced by women returning to work after a period of rest following childbirth and emphasises the lack of childcare facilities in Vienna. Various forms of childcare are described from the perspective of the social services. Model projects, which provide qualification opportunities for women during this post-natal period, are discussed.

Family services


Several policy measures, which are aimed at the promotion of families in the federal state of Oberösterreich (Upper Austria) are discussed in this publication. These are in the areas of: housing, education and employment, health, information and advice support for family-specific problems and conditions of hardship, as well as the environment. The focus of the publication is on organisations which provide social services for families in Oberösterreich (Upper Austria). The annex provides an index of addresses.


This article is concerned with quality indicators of nurseries. Its focus is on socially-inclusive nurseries, which provide integrated child care, both for children with special needs as well as for those without. Social attitudes to the nursery for the period 1960-1990 are documented at the beginning of the paper. The quality of standard nurseries is then evaluated in relation to current research trends of quality-assessment. In the conclusion recommendations are made about the introduction of qualitative measures, which could improve nurseries. These include co-operative means of learning, sufficient space for movement, and specific education and advanced learning opportunities for nursery employees and managers.

Frail elderly, nursing homes, long-term care


The situation of elderly people in need of assistance and care in Austria is considered in this article, and the organisation of assistance and support through social service institutions are discussed. Outpatient care as well as institutional care is described. In addition, the article provides an overview of the support structures and organisational models, which are aimed at improving and co-ordinating assistance to the elderly. The third section focuses on informal assistance. The conclusion discusses the allocation of rights and duties between central and the federal states, together with the financing of social services and institutions for elderly people, in need of assistance and care.


This study describes the current state of service provision for individuals in need of assistance, and development plans for service provision in the Austrian regions to 2010. The summary overview concentrates on the central areas of service provision, like out-patient care, geriatric day-centres, old people’s residential homes and care-dependent individuals, as well as daycentres and assisted home arrangements for people with disabilities. The overview provides some insights into the current situation and the anticipated evolution of infrastructure for people with disabilities in the coming decade.

(For a summary see below: Rubisch, Max und Eva Schaffenberger. 2000. „Dienste und Einrichtungen für pflegebedürftige Menschen in Österreich“ [Services and institutions for people in need of assistance in Austria] In Soziale Sicherheit 53. Jg., Nr. 10: 877-884.)

The working group on the provision of care produces an annual report on care provision. The present annual report covers the period from January 1st 2000 to 31st of December 2000. In addition to documenting: the changes in national law for the financing of care and collating the most important data about it, the second edition of this report contains quantitative information on social services for the elderly and individuals in need of care. This publication also contains a brief report for care providers about the consultation process.


In Austria, the provision of long-term care is strongly based on unpaid female work within family networks and is characterised by a highly unequal division of informal long-term care giving. In 1993, major reform was introduced in the Austrian long-term care system with a ‘payments for care’ programme, and a state-provinces treaty, regarding social service development. The objective of this article is to investigate the implications of the 1993 programme on gender divisions and on whether, and in what ways, the programme and processes set in train by the programme, influence the role of women as carers. The question is approached by applying and broadening the concept of defamilisation in a process oriented way. The analysis suggests that from the informal carers’ perspective long-term care allowances in the Austrian context, translate to some financial relief via ‘symbolic payments’. At the same time, the overall long-term care system prolongs existing gender divisions and sets in train new stratification processes among women as main carers with gender, class and space as dimensions reinforcing each other.

Österle, August. 2001. Equity Choices and Long-Term Care Policies in Europe. Allocating Resources and Burdens in Austria, Italy, the Netherlands and the United Kingdom. Aldershot: Ashgate.

Employing an interdisciplinary and comparative approach to equity in long-term care, this book addresses the fact that demographic changes leading to ageing populations, financial pressures and changes in traditional support systems, have brought long-term care and the redesign of care systems to the top of the European social policy agenda. Despite the importance of this issue, however, the question of equity in long-term care has until now received relatively little attention in social policy research. Rather than focusing on theories of social justice, or the analysis of specific interpretations of equity, this book develops key dimensions of equity choices, in a framework for systematic comparative analysis. This tool is then used to investigate long-term care policies in Europe, exploring equity choices in both the provision and finance of long-term care. These choices are discussed comparatively with regard to the implications for the various actors and are also contrasted with basic welfare state objectives. This book represents an important addition to comparative research into several key areas of welfare and welfare state design. It explores the division of responsibilities in long-term care systems between the public, private, formal and informal sectors, the relationships between different welfare state objectives, the different types of welfare state intervention, and the principles and choices surrounding the allocation of resources and burdens.


This article provides a condensed overview of the current state of service provision, for people in need of care in Austria. One of the project’s aims was also to provide a view of future developments. In the results section, there is a report on the various forms of assistance and an analysis of development trends. (For an extended version please see above: BMSG (Bundesministerium für soziale Sicherheit und Generationen). 2000. Bericht des Arbeitskreises für Pflegevorsorge 2000 [Report of the working group on provision of care] Wien.

Health care related social services, convalescence and rehabilitation


The central point of this report was to address the question of whether, and to what extent, socially disadvantaged groups experience obstacles in accessing the healthcare system and how they react to such obstacles. This publication discusses various initiatives and model projects aimed at ensuring that access to healthcare provision is facilitated for such groups.


Professional negotiation in relation to home-based care provision within the healthcare system requires specific expertise, which transcends general knowledge of health and patient care. For the first time, this textbook provides information about the legal framework, finance opportunities, and addresses issues in relation to client-oriented behavior, together with the peculiarities that may be found in the “home-based workplace”. The book is of interest to a wide range of individuals who are, or want to be, active in home-based healthcare.


This publication contains an overview of the financial and organisational structure, of the Austrian healthcare system. The section on service provision deals with various forms of institutional care. One section addresses long-term care provision. The concluding section discusses the aims of the Austrian healthcare system reforms. This publication is distinguished both by its comprehensive statistical material on the situation in Austria and its incorporation of numerous international comparisons.

Müller, Rudolf. 1999 “Möglichkeiten und Erfahrungen mit der ambulanten Rehabilitation in Österreich” [Possibilities and experiences with ambulant rehabilitation in Austria] In Soziale Sicherheit 52. Jg., Nr. 11: Pp 1071-1074.
In this contribution, Mueller discusses the current situation including both the advantages and disadvantages of Austrian outpatient rehabilitation services, from a legal perspective. Attention is drawn to the forms of illness for which mobile rehabilitation is offered and the need to support ambulant rehabilitation service provision. In conclusion, the article sheds light on future developments in relation to ambulant rehabilitation in Austria.

**Handicapped**


This publication discusses the possible problems that both parents of children with disabilities and workers may face when attempting to integrate them into mainstream nursery or preschool provision. In addition, potential conflicts, which may arise from the differing expectations of nursery workers and parents, are highlighted. In the conclusion, based on the perspectives of parents and nursery workers, suggestions for improved integration are made.

**Unemployed**


This article summarises the results of a study which collected information on the characteristics (i.e., age, regional origin, diagnosis, level of need of care) of stable, long-term psychiatric patients in a federal psychiatric clinic. This data should form the basis for the planning, design and creation of local psychosocial/psychiatric care provision in Oberösterreich (Upper Austria) as determined by the needs of patients. This article presents the results, conclusions and recommendations.


This article is concerned with quality indicators in relation to socially inclusive nurseries, which integrate children with special needs into mainstream provision. Objectives and social attitudes to the nurseries are documented for the period 1960-1990. Quality, based on current research, is evaluated or assessed, by comparing such nurseries with others, that have not integrated children with special needs into their provision. Suggestions for the special qualitative improvement of socially inclusive nurseries are proposed in the conclusion. These include co-operative learning, sufficient space for movement, and specific education and advanced learning opportunities for nursery employees and managers.

**Immigrants and refugees**

At present there are no publications in relation to these social service themes. For information on the conditions for foreigners please refer to:

Austria

D Summary assessment of current debates in the field

In contrast to publications in relation social service provision for individual target groups, publications about general social service provision in Austria are, on the whole, relatively rare particularly those highlighting innovation, or adaptation of service provision, due to changing frameworks or European trends, and cross-regional comparative studies. Current literature on social services for people in need of care is available and takes the form of published as well as grey literature. This possibly reflects the political support this area enjoys in the public sector. Some areas of social service provision, for example new forms of child caring, are currently only addressed in specific research studies (mostly in the form of ‘theses’ and are located at various universities). Traditional marginalised groups in society are poorly represented in publications on social services.

In addition to increased published documentation in relation to ongoing social projects, the internet, which is easily accessible, has become a fertile source, both for reference material (and also for information about minor initiatives), which aids empirical research.

Belgium

by Joanna Geerts and Ive Marx
University of Antwerp (UFSIA)

A Synopsis of the Social Service System

Social services are defined as the whole range of services, in cash or in kind, which help maintain a certain level of well-being or standard of living. Thus, the term ‘social services’ covers the following. Programmes of income maintenance, family care, youth support, care for people with disabilities and the elderly, and integration programmes for minorities.

Social services are provided at three levels. Cash transfers for poverty alleviation and income maintenance are mainly provided by government institutions, which operate at the federal level and are governed by federal law. Four different means-tested benefit schemes guarantee a minimum income to all citizens: subsistence minimum income guarantee for the elderly, benefits for people with disabilities, and guaranteed family benefits. Personal services such as care for: the elderly; people with disabilities; children and other groups; are mainly organised at the regional level and governed by regional law. In 2001, the budget for Welfare and Health amounted to EUR 1,936.37 million, representing 11.68 % of the total Flemish Government budget. A network of government funded community-based public welfare centres provide social services and financial assistance to citizens whose well-being is threatened. Social services are also provided by a multitude of non-governmental, though often publicly funded, non-profit organisations.

Indicators of social services provision, 2000.

<table>
<thead>
<tr>
<th>Health and social services</th>
<th>Total number of people employed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of institutions</td>
<td></td>
</tr>
<tr>
<td>14,537</td>
<td>374,043</td>
</tr>
<tr>
<td>Output (in million BEF)</td>
<td>Gross added value (in million BEF)</td>
</tr>
<tr>
<td>914,777</td>
<td>577,662</td>
</tr>
</tbody>
</table>

Source: National Office for Social Security and National Statistical Office
B Annotated Bibliography

1. Comprehensive works, overview volumes, classics on social services and the welfare system


This new edition of Deleeck’s major reference work on the welfare state and social policy in Belgium covers a broad range of issues. It is particularly comprehensive in relation to the topics of poverty, income distribution and the effectiveness of social security.


Regularly updated, this reference provides detailed descriptions of needs, services and organisations in the field of social care and health care. It covers many areas including: income maintenance; care for families and children; special youth care; care for the elderly; care for people with disabilities. For each type of service, figures about clients, personnel and costs are presented. Key scholars and commentators discuss policy developments. This is a useful guide to social services and health care provision in Belgium.


This monograph provides a comprehensive overview of the historical development of the social service sector in Flanders and presents facts on organisational aspects, clients, personnel, type and quality of services and funding. The final chapter deals with evolution and bottlenecks in relation to personnel, clients and social care policy in the early 1990s. This work offers useful a backdrop to the current situation and trends in the social service sector.


These two volumes contain a detailed description of social welfare legislation in the Flemish Community. In part 1, the author provides a comprehensive overview of legislation with reference to the organisation of social services in Flanders. In Part 2, they discuss the legal position of all social care actors including: clients; families; parents and relatives; professional; and voluntary care providers; care institutions; and the government. This is a useful information source on the legal aspects of the care relationship between clients, care providers and care institutions.

2. Supply and demand of social services


This publication discusses developments in different social service sectors in the Flemish Region. The first part deals with anticipated demand for social services among various target groups: those with disabilities, older people, children and underprivileged groups. The second part presents predictions about future expenditure in relation to various sectors of social welfare provision: care for individuals with disabilities, childcare and care for the elderly. The book provides a good overview of the momentous changes in the social service sector during the 1980s and 1990s and considers future developments.


Heeren and Thewys examine care services for the elderly in Flanders. They provide an overview of the historical development of residential care services and home care services, comment on current legislation and offer detailed data on care services and their spatial distribution.


*Please refer to discussion in B1.*

3. Definition, forms and types of social services


*Please refer to discussion in B1.*


*Please refer to discussion in B1.*

4. Organisational aspects, forms, ownership, auspices


This is a summary report of a study of the non-profit sector in Belgium. The report begins with defining the non-profit sector and a description of its historical evolution. Legal and social aspects are discussed, as well as its economic impact. The report provides statistical information on four main sub-fields: health care; social care; education and the socio-cultural sector.


This report presents satellite accounts, which provide additional information about sectors and economic activities, which are not adequately represented in the national accounts, about the non-profit sector in Belgium (health care) and Flanders (social care, education and socio-cultural organisations). Detailed figures on expenditure in the non-profit sector delivering social care, education and socio-cultural services are given, which account for 2.8%; 7.8%; and 1.2% of the Flemish GDP.
respectively. Furthermore, national health care expenditure is analysed. It accounts for 7.1% of GDP, or 8.2% if residential care for the elderly is included.


In this paper, the author critically analyses the Home Care Decree of 14 July 1998, which regulates policies, planning, financing and control of home care services. Although the ‘Home Care Decree’ creates the expansion and diversification of services, Van Den Heuvel argues that the service system remains largely supply-oriented and makes suggestions for the delivery of more flexible and client-oriented home care services.

5. Social services financing


Please see discussion in B2.


The introduction of long-term care insurance marks an important development in social care in Flanders. The scheme, which took effect in 2001, offers payments to severely care-dependent individuals, for informal and formal care. This publication considers various scenarios for future funding of the care insurance system and analyses its redistributive effect.

6. Staff and volunteers

Breda, Jef. 1997. “Vrijwilligerswerk in de huidige samenleving”. [Voluntary work and modern society]. Tijdschrift voor Welzijnswerk, Volume 21, april/mei 1997 (pp.6-16). This article discusses the position of voluntary work within modern society. It provides a literature review and discusses findings of research commissioned by the King Boudewijn Trust.


Voluntary work constitutes a vital factor in modern society. Despite its significance, voluntary work lacks both recognition and an adequate legal framework. This report examines questions relating to the recognition of voluntary work, organised pressure groups, volunteering research and the legal position of volunteers. The authors formulate policy recommendations and discuss their impact on voluntary organisations.


Staff shortages, together with eruptions of discontent among certain personnel in the nursing and care sectors, is the backdrop for this study. The authors explore through, observation, in-depth interviews, and written questionnaires, the range of tasks performed by, and the way nurses and care assistants/providers utilise their time, in a range of settings. These include: hospitals; rest homes; and home-care services. They also discuss the possibility and desirability of delegating tasks and identify training needs.


This article discusses innovative methods of working with volunteers, the aim of which is to make the work more attractive, in order to boost volunteer numbers. It focuses on issues of organisation and management.

7. Clients, users, and consumer issues, profiles

Breda Jef and Elke Verlinden. 2001. Het welzijn van de patiënt verzorgd in SIT-verband. [Client well-being].

This report presents the results of a survey of care receivers and of informal and professional carers, participating in care co-ordination projects. A majority of clients and informal caregivers participating in the study indicate improvements in their situation due to co-ordination efforts. Both care receivers and informal carers point to an inadequate supply of support services for informal carers and care during weekends and at night.


Regularly updated, this reference provides a detailed description of needs, services and organisations, in the field of social care and health care. It covers many areas including: income maintenance; care for families and children; special youth care; care for the elderly; and care for people with disabilities. For each type of service, a detailed profile of the clients is presented.


Recent initiatives in practice, policy and social care law, aim at strengthening the position of clients vis-à-vis care providers. The authors analyse several aspects of a more client-oriented approach in social care including for instance legal protection of clients, client participation in policy formulation, rights of children in family and youth care, and personal assistance budgets for people with disabilities.

8. Efficiency, effectiveness and equity of social service provision and financing

This article reviews the impact of organisational reforms on enhancing the efficiency of care delivery, compared to similar developments in the higher education system in Flanders.


An ethical critique of the trend toward the commodification of health care and social care. The author argues that commodification is not possible in the entire health care and social care sectors and argues that decisions need to be taken after consideration of whether it (i.e., commodification) is in the public interest. Decisions should be based on pragmatic grounds and taken on a case-by-case basis. The focus of political discourse is very much on client orientation, so that it is often forgotten that health and well-being are public goods, and therefore operating within certain constraints.

9. Patterns of relations among providers

Breda, Jef, Johan De Crom, Martine Vandervelden. 2001. *Haalbaarheid van de convergentie tussen LDC en SIT*, [Feasibility of convergence between service providers], Antwerpen: UFSIA.

This report examines the feasibility of co-operation between two types of home care services: local service centres and care co-ordination initiatives. The authors formulate recommendations for more efficient and effective co-operation in the home care sector.


How can co-operation between different services involved in reintegration into the labour market of certain target groups (i.e., who are difficult to employ) be improved? In order to answer this question, Vanhoren identifies various theoretical perspectives on co-operation. Stimulating factors together with impediments to co-operation are discussed, and diverse types of co-operation are described. She concludes that the objective of labour-market inclusion of job-seekers can only be realised through integrated co-operation, with a shared responsibility for the entire process, and that bottom-up co-operation is more likely to succeed than top-down co-operation.

10. Innovation and change


The diffusion of new technologies in the care sector often creates a tension between demand and supply. Such is the case with alarm systems for the elderly. This report analyses the demand for and supply of alarm systems for the elderly. It draws on: a survey of providers; in-depth interviews with users of alarm systems; and focus group discussions with those who do not or have not used them.


This article discusses the findings of experimental projects regarding a personal assistance budget for people with disabilities. The personal assistance budget appears to have had a positive impact for such client groups, in terms of both the volume and quality of care received. However, the article focuses mainly on the position and working conditions of personal assistants. Although these assistants – mostly young women – are motivated and assess their work positively, the authors express serious reservations given that their work is physically demanding, requires flexibility, and is poorly paid.

11. Comparative, cross-national issues


This report on the organisation and funding of services for older people in Belgium is part of a comparative study, covering the fifteen EU member states and Norway. It contains detailed information about income protection, health care and social provisions for the elderly. Specifically, it provides information about residential, semi-residential and home-care services. The final two chapters deal with the debate on the need for care insurance in Belgium.


This report offers a detailed study of formal and informal care for individuals with Alzheimer’s disease, living at home, in Belgium (Flanders), Finland, Ireland, Greece and Spain. It provides comparative information about the cost of formal and informal care in these five countries. The authors conclude that, compared with the enormous input of time from informal carers, the input of professional care is very limited, both in countries with a well-developed community care system and in countries still relying primarily on family solidarity. Serious financial support is expected and requested of the patient and their family. Further development of health insurance and long-term care insurance are therefore a necessity.


This book provides an inventory of national policy measures in support of informal care, regional initiatives and support in practice, in seven European countries namely: the Netherlands; Belgium; Denmark; Germany; Finland; Ireland; and the United Kingdom. It indicates that within the context of the existing health care system each country provides very different forms of support.
C Special Fields
Child and Youth Welfare


This study looks at the workload of social workers and how they manage their time. The social workers are employed by the committees for youth support and by social service departments of the juvenile courts.


The author discusses recent policy initiatives concerning youth care in Flanders. He argues that there has been a transformation from categorical and sectoral organisation, towards inter-sectoral co-operation.


This annual report is a reference book for anyone seeking information on young children in Flanders. It offers statistics and information on the living conditions of young children and covers a wide range of topics, including childcare, deprivation, the social and physical development of children, cot-death, breast-feeding, and accidents.

Family services


This report, based on a survey of 2000 parents of small children, analyses the use of day care facilities, both for children who are under school age and for children of school age (between 6 and 12 years old). Apart from the analysis of day care use in “modal” families, the study investigates the use of day care by specific groups, such as families with a child with disabilities, ethnic minorities, underprivileged families, lone-parent households and unemployed mothers.


This article considers the various interpretations of the notion of a “balanced family”. It provides a theoretical, rather than a practical, approach to family problems.


The authors address the problem of reconciling work and family life in the new millennium. They analyse evolution from the model of the male breadwinner to a ‘combination’ model and formulate a normative framework for the combination of work and family life, in an active welfare state.

Frail elderly, nursing homes, long-term care

Breda, Jef and Joanna Geerts. 2001. “Care dependency and non-medical care use in Flanders”. [Zorgbehoeften en niet-medisch zorggebruik in Vlaanderen]. *Archives of Public Health*, Volume 59, 2001 (pp. 329-346). Based on data on chronic limitations and disabilities from the 1997 Belgian Health Interview Survey and a Survey of the elderly (75 years or over), this article presents an estimate of the care dependent population in Flanders, and of the extent of formal and informal care use.


Heeren and Thenwys examine care services for the elderly in Flanders. They provide an overview of the historical development of residential care services and home care services, comment on current legislation and offer detailed data on care services and their regional distribution.


This report offers a detailed study of formal and informal care, for individuals with Alzheimer’s disease living at home, in Belgium (Flanders), Finland, Ireland, Greece and Spain. It provides comparative information about the cost of formal and informal care in these five countries. The authors conclude that, compared with the enormous input of time from informal carers, the input of professional care is very limited, both in countries with a well-developed community care system, and in countries still relying primarily on family solidarity. Serious financial support and input are asked of the patient and his/her family. Further development of health insurance and long-term care insurance are therefore a necessity.


Drawing on a survey of key informants – experts and practitioners – in elderly care, this report examines the concept of service-flats. Among the issues discussed is the role of service flats in elderly care, the potential target-population and current finance arrangements. The author critically analyses current legislation and formulates policy recommendations.

Health care related social services, convalescence and rehabilitation


People suffering from mental health problems or mental illness are at risk of becoming socially isolated. This book examines the preconditions for informal care services for the elderly in Flanders. They provide an overview of the historical development of residential care services and home care services, comment on current legislation and offer detailed data on care services and their regional distribution.
support of the mentally ill and addresses the following questions: How can professional carers assist in the formation and maintenance of supportive networks? What might the contribution be in mental health care of new developments such as case-management, psychiatric home care, labour reintegration?

Disability


This article discusses the findings of experimental projects regarding the personal assistance budget for people with disabilities. The personal assistance budget appears to have had a positive impact for such client groups, in terms of the volume and quality of care received. However, the article focuses mainly on the position and working conditions of personal assistants. Although these assistants – mostly young women – are motivated and assess their work positively, the authors express serious reservations, given that the work is physically demanding, requires flexibility, and is poorly paid.


The authors propose a model for a more client-centered care system for people with disabilities. Core elements of the model are: a multi-disciplined assessment; a modular service system; care trajectories; and personal budget financing.


In this article, Moenaert presents the results of a survey of integrating people with disabilities into the labour market. He focuses on the opinion of job-seekers who have disabilities and ask them about labour market integration programmes.


The author analyses waiting list figures in residential and ambulant care services for people with disabilities in Flanders. She presents recommendations for future planning.

Homeless, the poor, poverty


This new edition of Deleeck’s major reference work on the welfare state and social policy in Belgium covers a broad range of issues. It comprehensively covers the topics of poverty, income distribution and the effectiveness of social security.


This yearly reference publication contains: a) extensive data on and analysis of poverty and social assistance trends; b) comprehensive discussion and analysis of policy changes; and c) summaries of findings from relevant research in the field.


This topical work looks at the (hitherto rather obscure) phenomenon of poverty among people working in the agricultural sector – mostly self-employed farmers. Through a rather marginal group in quantitative terms, the report brings to light the specific causes of poverty, mechanisms of entrapment and policy failure.

Unemployment

Steunpunt Werkgelegenheid, Arbeid en Vorming (Various years) Jaarboek van de arbeidsmarkt in Vlaanderen [Flanders Labour Market Yearbook] Leuven: WAV

This annual publication provides extensive data on and analysis of labour market trends in the Flanders area. The yearbook also reviews policy changes and summarises findings from labour market research.


This particularly useful collection of papers, published under the title ‘Does the labour market work?’ contains executive summaries of major labour market research projects, in the Flemish Community. Most entries deal, in one way or another, with the issue of unemployment.


This report describes and analyses financial incentives for the unemployed to take up low-paid work. The whole issue of dependency traps and financial incentives has become central to the policy debate about unemployment.

Immigrants and refugees


This book discusses education policies towards minorities in the Flemish and French Communities of Belgium. Differences are highlighted and analysed, particularly with respect to policies aimed at immigrants from the ‘Maghreb’ countries. The author attributes regional policy differences to differential composition and attitudes of policy and administrative elites.
Decroly, Jean-Michel and Moritz Lennert. 2001. Flux migratoires de et vers la Belgique, [Migrations flow towards and from Belgium] Brussels: Fondation Roi Baudoin

This comprehensive report analyses migration flows from and towards Belgium. It contains extensive statistics and there is an in-depth discussion of legislation pertaining to migration and its administrative implementation.

Centrum voor Gelijkheid van Kansen en Racismebestrijding. 2001. Gelijkwaardigheid en verschcheidenheid. [Equality and diversity], Brussel: Centrum voor Gelijkheid van Kansen en Racismebestrijding (also in French as “Egalité et Diversité”)

The annual report by the Centre for Equal Opportunity and Anti-Racism covers a wide range of statistics and policy issues, most notably integration and education policies.

D Summary assessment of current debates in the field

The issue of care and care services have, generally speaking, become more central in the welfare state debate in Belgium, as quantitative and qualitative demands for social care have and are continuing to increase and formal services are experiencing serious difficulty in meeting demand. More specifically, four topics are particularly prominent in current debate.

First, considerable attention is paid to the issue of waiting lists, an acute problem in several social care sectors (including care for people with disabilities, special youth assistance, mental healthcare, elderly care, child day care, and integration of immigrants). This has raised important questions and concerns about government funding of social services.

Second, there is continuing debate about the Flemish long-term care insurance. The scheme, which took effect in 2001, offers payments for formal and informal care to individuals who are severely care dependent. Concerns are being raised about the future financing of the scheme and opinions are divided on whether it ought to be funded through fixed individual contributions or through general taxation. Another topic of concern is the expansion of the scheme to include other target groups.

Third, a much debated topic is how care policies can become more client-oriented rather than service-oriented. Much attention is being paid to needs-assessment and a more appropriate, needs-based allocation of care. After the introduction of personal budgets for people with disabilities, the advantages and disadvantages of such budgets for elderly care are under discussion.

Fourth, the necessity of improving co-ordination of services is still the focus of much attention. Recent policy initiatives have been aimed at enhancing collaboration between agencies, both in supplying services and in local and regional planning.

Czech Republic
by Igor Tomeš and Kristina Koldinská
Charles University, Praha

A Synopsis of the Social Services System

The term social services is neither defined in either Czech legislation nor in the relevant textbooks. Social services are generally understood to consist of public and private activities aimed at socially vulnerable groups, although this excludes cash benefits. Examples include public legal protection, all forms of home care and out-patient or residential care for people with physical, mental and learning disabilities, older people, women and children, minority ethnic groups, individuals who abuse drug and alcohol, former prisoners in need of post-penitentiary care, and other specified groups.

There are no statistical social or economic indicators available relating to social service provision. In 2001, approximately 500 indigenous NGOs operating in the social services sector received 750 million Czech Crowns (approximately 25 million Euros). Given that many international NGOs do not claim money from the government, this is likely to be an underestimate.

NGO social services are financed both out of public funds and private donations. Public sector social services are financed through the respective government departments for example the Ministry of Labour and Social Affairs, and regional or municipal councils. Public money is transmitted through grants, subsidies and tax advantages to NGOs on a selective and competitive basis.

Private sponsors may donate gifts, which subject to a maximum level are tax deductible. Private foundations are a source of funds, although there is legislation concerning their creation and disbursement. Clients or users of services are expected to contribute to a certain extent, through fees and charges.

The front line of social service delivery is primarily occupied by public, semi-public and non-profit consultation centres, both general (i.e., civic information centres) and specialised (i.e., for: families; youth and adults at risk; minority ethnic groups; and individuals with drug and alcohol problems). Other major services, which are growing in number and size include: residential care; home care and similar assistance; and day care centres, which cater for the elderly, people with disabilities (i.e., physical, mental and/or learning) and children. Recent legislation has enhanced the role of protective services, primarily the socio-legal protection of children. It is a service guaranteed and provided by the state.

Legislation most relevant to the delivery of social services is the 1988 Social Security Act. The preceding regime twice attempted to replace this law. The first time was in 1995, when Parliament, unsupported by the newly elected government, adopted the principles of a social assistance bill. The second time was in 2001, when the Ministry of Labour and Social Affairs developed draft principles, to regulate social services. These were not submitted to the government for approval prior to elections.
B Annotated Bibliography

1. Social services and the welfare system that are of a more comprehensive nature – overview volumes; “classics” in the field.


A legal textbook with extensive chapters on social welfare legislation. This book discusses the nature of social welfare and the role of social services in the Czech Republic. It provides detailed information on current legislation concerning social services, discussed according to branch of activity, type, field, conditions for eligibility, management and financing. It is a very good introductory text for anyone who wants to study social welfare legislation.


This textbook for university students deals with all aspects of social protection, including social services and their legal environment. It provides detailed information on development and role of social policies in Europe with special reference to the Czech Republic. It discusses, in detail, problems of social reform, with special reference to the transition from socialism to capitalism. Certain chapters are devoted to the role and reform of social insurance, employment and health policies, social assistance and social services.


A textbook for university students that considers all aspects of social administration.

This textbook addresses issues in relation to social administration, including: its definition; its development, its paradigms and problems; and linked issues such as financing, managing and organising – social and health insurance, social assistance and state social benefits, employment, health and social services, and inspection. It includes a chapter which deals with public and non-governmental social services. It discusses the rules for their creation, government supervision and financing.


This chapter in the textbook “Social administration” addresses issues related to social assistance and social welfare, deals with the historical development of legislation on social welfare, with special reference to social assistance, current legislation, including related tax-legislation and recently planned reforms. The book also discusses the relationship between social assistance and social welfare services to European standards.


A thorough analysis of social services provided by communities, municipalities and regions, together with proposals for their further development. In part 1 the methods i.e., how to analyse the needs of social services and how to plan them are discussed. Part 2 analyses social problems in relation to housing, social services for people with disabilities, the elderly, lone mothers and abused children, as well as other social groups.

2. Supply and demand of social services

Krállová, Jarmila and Eva, Rážová. 2002. Zařízení sociální péče pro seniory a zdravotně postižené občany [Residential institutions for elderly and handicapped citizens]. Olomouc: ANAG.

This book discusses legislation in relation to residential care for the elderly and people with disabilities. The author writes from a legal point of view, which includes a discussion of the legislation concerning the management and supervision of this type of residential care.


A sociological study by the Research Institute of Labour and Social Affairs (VÚPSV), this paper discusses the need for social services organised by the Ministry of Labour and Social Affairs, focusing on centrally administered public social services. Although these will soon be transferred to regions and municipalities, and the rules will change, this paper is an inspiration for those who will set up and manage services in the future.


This chapter describes the system of social services within the context of the social welfare system in the Czech Republic, as determined by present legislation. It discusses the legal environment for both publicly and privately administered social services.

Tomeš, Igor. 2000. Analýza vývojových tendencí a potřeb územní distribuce služeb sociální intervence [Analysis of the trends of development and need of social intervention services in the regions], Praha: Personell Ltd. Internal Report to the Ministry of Labour and Social Affairs (Grant 01-44/99).

This paper presents a thorough discussion of the social services offered in cases of social emergency, in the various regions and municipalities. It proposes standardization of such services. It concludes that social intervention services are absent in the country and that need for them is growing, as a consequence of the changes in economic and social life, in the Czech Republic.

3. Definition, forms and types of social services


This chapter in the textbook “Social administration” addresses issues related to the role of social services, both public and non-governmental, their creation, management and administration. Special attention is devoted to issues of financing, fundraising and organisation.

This chapter discusses the role of social services within the system of social assistance, as defined and developed in relation to present legislation. Legal and proposed definitions of social assistance and social services are also discussed. Information is also provided on: types of social services; distinctions between social services; their financing; their management and state supervision.

4. Organisational aspects, forms, ownership, and auspices of provider (e.g., state-run; quangos; for-profits; nonprofits)


This working paper, written in preparation for the Bill on social assistance, defines existing types of social services, including provident social intervention and social welfare. It describes the principles of the draft Bill. Although the Bill was never adopted the principles are often cited.

Šiklová, Jiřina. 2002. “Nestátní organizace a jejich postavení v sociální správě” (Non-governmental organisations and their position in social administration). Pp 261 – 273. In Tomeš, Igor (ed). Sociální správa [Social Administration]. Praha: Portál. The author gives a detailed account of the types of non-profit organisations NPOs that exist and the legal context within which they are created and operate. It also examines how they are financed and supervised by the state.


The paper gives details about the functioning of probation and mediation services, which are a new social service.


This paper discusses the advantages of using ‘chip cards’ – a card with a chip inserted, which contains all information about the health and social needs of an individual – in making services more effective whilst at the same time reducing staff numbers. The chip card simplifies access to and transfer of health and social records and the need for archiving.


‘Civic consultations’ are a new form of social service, where professionals provide guidance for selecting the social service(s) that best meet the needs of the client. This new service is provided by NGOs and this paper discusses whether, and to what extent the state should be involved.

5. Social service financing


This paper discusses the philosophy of the social service financing system. It evaluates the present system and proposals for reforms.


This article is about the policy of, and subsidies from, the Czech Ministry of Labour and Social Affairs and related to subsidies to non-governmental organisations. Together with tables and graphs the article provides information on, and a typology of subsidies, to various types of non-governmental organisations and discusses the activities for which the money is granted.


In this paper, the Director of the Institute of Labour and Social Affairs (VÚPSV), who is also a Professor of the Prague School of Economics, discusses various economic and financial aspects of social services. Reforms are also proposed.

Ministry of Labour and Social Affairs. 1999. Dotační politika Ministerstva práce a sociálních věcí. filozofie systému, východiska, navrhované řešení [The disbursement policy of the MoLSA, the philosophy of the system, the points of departure, the proposed solutions]. Praha: MPSV. Internal document.

This document describes the problems of financing private and public social services, the solutions adopted by the Ministry and the reasons for the adoption of such solutions. Proposals for the future are also discussed.

6. Staff and volunteers


The aim of this ministerial proposal is to legislate for volunteer service, which has yet to be regulated.


This paper documents the discussion and agreement reached, about basic minimum standards for social work education, between a group of senior social work educators, social work employers and social worker associations. The standards laid out in this text are of national importance, because the Ministry of Labour and Social Affairs has declared that all social workers employed in the public sector, need to have attained them as a basic minimum standard of knowledge.


This is an address book of social service providers and their profiles in different regions of the Czech Republic. It was published in 1998 and since then an
update has only been made available on the Internet. It enables quick orientation of social service providers.

ICN (Information centre of NGOs) 2001. Dobrovolnici v neziskových organizacích [Volunteers in non-profit organisations], Praha: ICN, o.p.s. A brief text that discusses the possibilities of volunteer-engagements and conditions for volunteer-participation, especially in the frame of non-profit organisations.

7. Clients, users, and consumer issues, profiles


This article describes mutual support groups for parents of children with disabilities. It discusses the nature of the groups, including their structure and operation, the reasons why they have developed, the stages of their development, and their importance in social service provision.

Petrová, Iva. 1998. “Neúplné rodiny v současných společenských podmínkách” [Incomplete families in present social conditions]. Sociální politika. 24 (1): 10-13. This research, concerning single parent families, highlights the problems they face in the context of the current social environment. It argues that, due to their low incomes, they belong to the vulnerable groups.

8. Efficiency, effectiveness and equity of social service provision and financing


This article proposes the transfer of competencies from general district offices to specialized social offices, and includes a discussion of the impact that such a transfer would have on performance, including on the management, financing and efficiency of services. Although the government has not accepted the proposal, the arguments and discussion are of general interest.

Vaskov, Vladana, Ivan Úlehla, Martin Kovář. 2001. “Komunitní plánování jako součást reformy sociálních služeb” [Community planning as part of the reform of social services]. Sociální politika. 27 (11): 8-9. This article provides information on the results of the initial part of the Czech-British project (i.e., Support to the Ministry of Labour and Social Affairs in reforming social services), which focused on the effective provision of social services, by self-governing authorities in towns and regions.

Ministry of Labour and Social Affairs. 2001. Kvalita sociálních služeb v domovech pro občany se zdravotním postižením. [Quality of social services in homes for people with disabilities]. Praha: MPSV. Internal document. This paper discusses the methodology developed by the Ministry of Labour and Social Affairs for the evaluation of effective residential home care provision for people with disabilities.

Ministry of Labour and Social Affairs. 1999. Akreditace sociálních služeb, filozofie systému, východiska a předpokládané výstupy [Accreditation of social services, its philosophy, points of departure and anticipated outcomes]. Praha: MPSV, 29 pages. This paper discusses the introduction of a system of social service accreditation, as an attempt to improve output. It provides information on how the accreditation will work.

9. Patterns of relations (co-operation and conflict) among providers, including private-public partnership

Jabůrková, Milena, Ondřej Mátl, Dana Syslová. 2000. “K problematice standardů a akreditací v sociálních službách” [Standards and accreditation in social services]. Sociální politika. 26 (1,2): 6-7

This article draws on experiences from the Czech-British collaborative project on social services. The authors propose a new system for the provision of social services, and argue for accreditation of social service providers. It proposes new legislation to introduce the system.

Frištenská, Hana. 2000. “Organizovaná filantropie po roce 1990” [Organised philanthropy after 1990]. Veřejná správa. 11 (29): 7-8. This article discusses the definition and history of the non-profit sector in the Czech Republic, including different types of NPOs, how they are financed, legislation and government policy concerning NPOs.

Kopecká, Michaela. 1998. “Sociální činnost pražské židovské obce” [Social activities of the Jewish community]. Zpravodaj Diakonie. 1 (2): 16-18. This article is a record of an interview with the chief of the social Department of the Prague Jewish Community, Ms. Vlasta Ruth Sidonová, about social activities performed by the Jewish community and how they finance them.

10. Innovation and change

Ministry of Labour and Social Affairs. 1998. Návrh věcného záměru zákona o sociální pomoci [Proposal on principles of new law on social assistance]. Praha: MPSV. Internal document. This paper, the most recent proposal for the reform of social assistance, divides social services into two types of social need – material need (i.e., lack of means) and social need (i.e., lack of counselling and care). It argues that it is possible to finance social services on the basis of subsidies “per capita”. This would enable family members to take care of their relatives at home, without the need for residential or institutional care.

11. European Union and globalisation issues


This paper discusses how the European concept of social exclusion is reflected in Czech society. The paper explains European best practice and the relevant legal environment of European concept of social exclusion.

12. Bureaucratisation and/or commercialisation problems

There are no articles that deal with this subject especially.

13. Comparative, cross-national issues


This article discusses the responsibility that the public sector has for the provision of social services, the role of the regions in EU-countries, the organisation and financing of local social services in different countries and recommendations for a functional system of social services in the Czech Republic.


This comparative study of social services in selected European countries includes: Denmark; France; Norway; Ireland; Netherlands; Austria; and Switzerland. The authors conclude that for the Czech Republic, it is now necessary to create a new, complex system of social assistance, which would include all fields.

14. Current trends and policy issues; predictions


This study discusses social services, specifically in relation to certain regions in the Czech Republic. It has useful tables and statistics. The author of the study aims to answer some questions on future of public social services.


This article is based on the above study.


This article discusses the development of all types of social services in the Czech Republic. It has useful tables and graphs.


A study on the demand for social services in the Czech Republic. The description is meant as a background paper for the Ministry of Labour and Social Affairs.

15. Other topics not elsewhere covered


This study takes a statistical approach to social security and social services.

C Special Fields

Child and Youth Welfare


This article discusses new legislation that provides services for children in difficult social situations.

This article discusses the ‘Safety Line’, its role in the protection of children in the ‘at risk’ category, the work of the ‘Crisis Centre’ including projects, research, publications, public relations and strategy. Proposals for the future development of the institution are also discussed.

Family services


This article, based on a comparative international study, documents an overview of the major changes in residential social services and social welfare as observed by a British scholar.

Novotná, Věra. 2000. “Sociálně-právní ochrana dětí” [Socio-legal protection of children]. Právo a rodina. 3 (1, 2, 3 and 4): pages 12-15, 4-7, 3-7, 13-17, respectively.

This is a series of articles by a legal scholar/expert about the socio-legal protection of children. It explains the main issues to be dealt with by the law.

Frail elderly, nursing homes, long-term care


A comment on the legislation concerned with residential care from a legal point of view.


A comparative and extensive evaluation of nursing-home care and other forms of institutional care for the elderly, in the Czech Republic. Various theoretical models about the organisation and co-ordination of health and social services, including the financing of care and future trends are also discussed.

Health care related social services, convalescence and rehabilitation


This paper provides information on health service legislation adopted after the fall of the communist regime.


This is a list of agencies that provide home care as well as information relating to financing home care in the Czech Republic.

Disability


This paper provides information, in brief, on recent developments and practices in training those with learning disabilities.


This paper is the official guide for valuing the quality of residential social services, produced by the Ministry of Labour and Social Affairs.


This paper provides an update on the 1992 National Plan for the Handicapped and the 1998 National Plan for the reduction of negative consequences of disability. It has been developed by the Government Council for the Disabled and handicapped.

Homeless, the poor, poverty


This textbook, is aimed at those who work with socially vulnerable people including students, government officers and individuals working in, or with, NGOs. It deals with issues in relation to homelessness and examines aspects arising from homelessness. It has rich statistical data.


This paper summarises various contributions to a seminar on homelessness in Europe.


This article discusses the problematic nature of homelessness, as well as services provided for homeless people, by the Czech Catholic NGO – Caritas.


This doctoral thesis provides an analysis of inequality and poverty. It suggests that some instruments of social policy, are necessary for the alleviation of poverty in a modern society.
Unemployed


This paper presents a comprehensive analysis of the needs of unemployed people, the responses of society and the state to these needs, and the effectiveness of employment policies and services.


A study that investigates the possibilities for job creation, in the field of social services. It considers that social services are a bridge, either between unemployment and the labour market, or between employment and retirement.

Immigrants and refugees


This article, by one of the Czech Republic’s NGOs, raises questions about the domicile rights of foreigners, which have arisen as a result of the approved new laws on asylum.

Minorities and ethnic problems


This set of studies provides a comprehensive analysis of the problems of poverty, housing, social welfare and social services, for a distinct segment of the population – Romany/Gypsies. They differ from other minority groups in the Czech community in many respects, including their patterns of behaviour and attitudes to social welfare and services. They are more frequently unemployed, clients of social welfare, debtors, (i.e., they do not pay rent, electricity and heating) and therefore many of them are poor. The authors discuss in detail, the processes leading to ethnic segregation, the problems of housing and social services, and what is to be done to avoid the creation of contemporary ghettos.

Summary assessment of current debates in the field

There is little high-quality literature on social services in the Czech Republic, probably because social services are still developing and going through a stage of transformation. There is little thorough legislation either on social services, or on the rights and duties of clients and providers. Moreover, the work of NGOs and other social service providers is only just gaining recognition.

Current debates include the institution of democratic legislation, methods of financing and the acknowledgement of the work of NGOs in providing social services. There is strong lobby arguing for the transfer of social services to non-profit NGOs, with financial support of the state and local government.

In the present climate, prior to the elections, there were no sustainable proposals for social services. These issues have to wait until the new government is in power. The most often discussed question was whether there should be a special legislation in relation to social services, or whether such legislation should be part of a complex ‘normative’ system on social assistance and welfare. The majority of professionals consider that social services should be located within complex social assistance. This could address issues in relation to: financing both public and private social services; the competence of communities; regions; NGOs; and regulation and supervision of their activities. This would bring together the present legislation of social welfare, and minimum levels of subsidy and allowances to those under the minimum threshold level.

Another issue presently being discussed, relates to what impact, if any, the implementation of concepts surrounding social cohesion, will have on the structure and content of social service operations. There is a growing tendency to support preventative and education services, rather than care provision. The prevailing view is that people should be kept in their natural social environment, for as long as possible, although such services of social intervention and rehabilitation are scarce, in the Czech Republic.

In the post election (June 2002) climate, with the centre-left taking up government responsibilities, the government has listed as priorities: active employment policies to combat poverty; family support with special focus on gender and abuse of children; and social welfare and service development.
A Synopsis of the Social Service System: organisation and financing of public social services

The Danish welfare model is characterised by the dominant role of the public sector mainly financed through taxation. Social services are an important element in the Danish welfare model, characterised by their widespread availability, for the most part free of charge or otherwise heavily subsidised.

Public administration in Denmark is divided into a three-tier structure: state, regional and local governments. There are 14 regional and 275 local authorities. Legislation lays down most regional and local government responsibilities. Although regional authorities have primary responsibility for health services, this responsibility does sometimes overlap with those of local authorities. For the most part, social services are decentralised and under the responsibility of local government, which finances one-third of the costs, and which by law must make the requisite care services available to local residents. However, local government has flexibility in relation to determining the level and provision of services and to a lesser extent their financing. Although only to a limited degree, certain services may be financed through user payments. Taxes are also levied locally. Local government income taxes constitute two-thirds of all income taxes, and which by law must make the requisite care services available to local residents. However, local government has flexibility in relation to determining the level and provision of services and to a lesser extent their financing. Although only to a limited degree, certain services may be financed through user payments. Taxes are also levied locally. Local government income taxes constitute two-thirds of all income taxes, and revenues are supplemented by block subsidies from the state, divided between local authorities according to agreed criteria. In addition, local authorities may apply to the state for supplementary funding, as a number of schemes are available for special purposes. The following figures show social service expenditure in Denmark by type and field.

1) The author recognises the work carried out by the authors of the 2000 report Inger Koch-Nielsen and Jacob Dalsgaard Clausen, Danish National Institute of Social Research (SFI).
2) From Jan. 1st 2003 the number of municipalities (local authorities) will be reduced to 271, and the number of counties (regional authorities) to 13, due to a merging of the municipalities on the island of Bornholm. The merging renders the county superfluous.
3) The tables are from Statistiske efterretninger, Social forhold, sundhed og retsvæsen. 2001, no. 10, p. 3.
The provision of social services is regulated by the Social Acts (1998): Act on Social Services, Act on Legal Protection and Administration in Social Matters, and Act on An Active Social Policy.

### B Annotated Bibliography

1. **Comprehensive works, overview volumes, classics on social services and the welfare system**


This classic study by Steincke reviews and critiques Denmark’s social security legislation. In addition to this very thorough analysis, the author presents a number of proposals for a systematic reorganisation of Danish social security legislation under the Social Democratic government with Steincke as Minister of Justice.


In the introduction to this book, Andersen describes the basic elements of social policy theories. In four main chapters, the author goes through what he describes as the “selection-mechanism” – processes set out in social legislation, regarding entitlement and assessment in relation to social benefits. In the closing chapter he delineates and discusses the main problems of modern social policy.


In the first part of this book, Plovsing describes the Danish welfare state, and social policy generally, comparing Danish measures with those of other countries and discusses current trends and developments. The author also reviews the development of social policy and the standard of living in Denmark over the last thirty years. In the second part, Plovsing focuses on the various cash and service welfare benefits available in Denmark. The book closes with a discussion of how tasks and financing are divided among the different government levels.


This book gives an overall view of the development of Danish social policy during the 1990s, and analyses future issues for Danish welfare. It covers a wide range of topics, including: labour market exclusion and integration; social inequalities; gender and social welfare; citizenship and social inclusion; and the future of the welfare society (i.e., the present welfare society based partly on a formalised cooperation between the public and the voluntary sector; a welfare-mix).


In this doctoral thesis (doktordisputats) Greve discusses the use of vouchers as a possible instrument to reduce market or government failure in the welfare state. Greve examines whether the introduction of vouchers (i.e., the transfer of a right to receive (buy) a predefined type of good(s) over a shorter or longer period of time from an independent supplier), and quasi-markets can imply welfare gains. It explores whether they can reduce government and market failure, combine market and state regulation and improve preference revelation, in line with the principles of universality of the Danish welfare state, and its historical commitment to move towards a more equal society. He concludes that it is possible to introduce vouchers in a number of key social areas, without disregarding the principles and values on which the Danish Welfare State was founded. Such an introduction would, however, necessitate a revision of the Danish structure of local democracy. Greve’s focus is primarily on Denmark, but references and comparisons are also made to the British, French, German and Swedish welfare states.

2. **Supply and demand of social services**

(a) Studies for Social Reform, Part One, Volumes I-IV:


In 1965, the Danish Social Reform Commission, commissioned the Danish National Institute of Social Research, to conduct a series of surveys. In the first part of the series, a survey was conducted on how, and to what degree, social services handled cases of hardship, occurring during the period studied. The second part of the series explored the effectiveness of the social service apparatus and its lines of co-operation. This exploration included a description of conditions under which people experienced loss of income due to sickness, unemployment or other social problems during a given time-period. The total project is referred to as the ‘Social Reform Study-Project’. The publication of its four reports led to social reform which closely followed the recommendations.

(b) Studies for Social Reform, Part Two, Volumes I-VII:


Denmark


After the implementation of Danish social reform in the 1970s, the Ministry of Social Affairs commissioned further research from the Danish National Institute of Social Research to explore the effects of reforms. The new studies for social reform, headed by Jan Plovsing, describe and analyse both the effects of the new legislation and the functioning of the new public social system. The studies focus primarily on the implementation process, which were evaluated according to the social reform objectives of ‘rehabilitation’, ‘safety’, ‘well-being’ and ‘legal protection’. In addition, the reports evaluated the consequences for citizens/clients.

3. Definition, forms and types of social services


This book – a comparative international study – discusses the organisation of social service administration, in two Northern Italian and two Southern Scandinavian cities, over a thirty-year period. It describes the objectives of the first and second Danish social reforms, which occurred in the 1930s and 1970s respectively. The objective of the first was to limit poverty through provision on a non-discretionary basis, and the objective of the second was to integrate citizens through active out-reach casework. Bengtsson points out that the latter became the embodiment of social service, more so than the profession of social workers. Bengtsson emphasises that given the great distance between the earlier Weberian style bureaucracy of social administration, and a style that can actually integrate citizens, the development of a new style in local communities will run into serious conflict. He argues that that the foundations for new social services organisations are moulded within these conflicts.

4. Organisational aspects, forms, ownership, and auspices of provider


This anthology focuses on future issues facing the Danish Welfare State, particularly the question of who will provide social services. Incessant discussion of the Danish welfare state model has raised questions and concerns as to whether it is advisable or even possible to change the ‘welfare-mix’, through an alternative distribution of responsibilities among public authorities, the market and ‘civil society’ (which includes the family). This debate began ten to fifteen years ago as a general discussion of privatisation, however currently its main themes are: ‘contracting out’ social services, the ‘social responsibility of enterprise organisations’, the role of voluntary welfare work, the priority given to the family (especially those with children), and emphasis on individual responsibility and self-care. These articles discuss the possible consequences of various models.

Andersen, John and Jacob Torfing. 2002. Netværksstyring i velfærds-samfundet: de lokale koordinationsudvalg. (Network steering in the welfare society: The local public-private partnerships) Arbejdstekst nr.6. CARMA. Aalborg and Roskilde Universities

Andersen & Torfing’s paper presents a case study about local public-private partnerships, which have been used as tools to implement the strategy of ‘the inclusive labour market’, and encourage the social responsibility of private and public companies. The case study documents the local experiences and learning processes that these partnerships underwent. The inclusive labour market political strategy was launched in the mid-1990s. Since 1998 all local authorities have been obliged by law to set up institutionalised policy networks, consisting of local social partners and representatives of social and labour market policy agencies, plus representatives from the health sector and disability groups. The study shows that most partnerships have consolidated their position as policy networks. The most advanced partnerships have stimulated the development of cross-sector commitment to practical action against social exclusion in the labour market. Despite difficulties of commitment in practice by both public and private partners the overall conclusion is that there is great potential for further development of local partnerships.

5. Financing

In Denmark, discussions on this topic are dominated to a great extent by the Ministry of Finance, the National Association of Local Authorities and other public governmental agencies. Accordingly they are published in governmental reports. There are very few impartial scientific contributions on the subject of social service financing in Denmark.

6. Staff and volunteers


Anker describes in quantitative terms the functions and resources of voluntary and non profit social service organisations, their relationships with the public sector and their expectations with reference to their socio-political role. He illustrates that rather than existing in isolation voluntary and non profit organisations are largely interwoven with the public sector. In partnership with the public sector they tackle social problems, whilst at the same time act as interest groups, seeking to influence and raise public awareness about specific socio-political issues.

Anker and Nielsen’s book on voluntary work draws on a Danish survey that was part of the international EUROVOL-project. It covers all types of voluntary work and is therefore not confined to voluntary social work. It defines voluntary work as, unpaid activity performed for the benefit of others rather than for oneself or one’s family. The research draws on social arenas theory about involvement in voluntary work. The theory, originally developed from a study of voluntary work in Sweden in 1993, (Jeppsson Grassman, E., (1993) Frivilliga insatsser i Sverige. Stockholm: Socialdepartementet: Statens offentliga utredningar) focuses on the correlation between level of social activity and the likelihood of becoming involved in voluntary work. Anker and Nielsen conclude that the more social interactions an individual is involved in, the more likely that an individual will participate in voluntary work.


In the spring of 1996, the Committee on Voluntary Social Work, commissioned the Danish National Institute of Social Research (SFI) to carry out group interviews, with leaders and voluntary workers in four of the largest voluntary organisations in Denmark. This research discusses possible methods of measuring the quality of individual contact between social workers and clients. Its’ discussion centres on two types of voluntary work: visiting services in the Danish Red Cross and the Federation of Paris Charities; and Welfare Cafés/Shelters in YMCA’s Welfare Work and the Church Army


The focus of this study is how and why people volunteer. The beginning of the book discusses the many concerns that characterise contemporary society, including the future of voluntary work in late modern societies. Habermann discusses, among other things, the paradox that although communities and solidarity apparently no longer exist, empirical findings indicate that vast numbers of people are engaged in voluntary work. Habermann concludes by discussing the sustainability of voluntary work, and the form and context in which it will develop.

7. Clients, users, and consumer issues, profiles


Bamler argues that ‘integration’ and ‘normalisation’ have become key-concepts in Danish social policy. On the whole, all groups of clients must be socially integrated: at a minimum they must live as close to society’s standards of normality as possible. She discusses this social-political approach to society’s most vulnerable groups, and questions its usefulness. The book is a major source of inspiration to researchers working on issues of social inclusion and social exclusion.


On the basis of qualitative interviews Uggerhøj examines the dialogue between social service clients and social service departments. He explores how families’ present their problems and describe their experiences with social service departments. He also examines why social service departments are unable to support the families at risk in a way that helps them to become independent of the social system. This elaborate study is the first Danish study within this area that not only combines the perspectives of both users and the social workers, but also proposes changes for future action.


In this work Krogstrup presents a model for the inclusion of users of social services in assessments about the quality of public services. In the first part of the book, which is of particular relevance in this context, Krogstrup discusses the phenomenon social problems and problems related to the assessment of solutions. One of her primary conclusions is that there is an open demand among the users for a more open dialogue within the social service system.


This anthology is one of the most comprehensive volumes analysing social conditions for families and children in post-modern society. It includes contributions from all the Nordic countries and discusses themes that include changes in family relations, different types of families, gender differences in families and ideal social and individual conditions for raising children.


Social theory, social law and philosophy inspire philosophy of social law. From a phenomenological-hermeneutic approach, Høilund analyses the central phenomena of the forming of norms within social work and social law. He argues that most prominently the use of law, discernment and the struggle of love and narrative are included in the forming of social workers’ norms and of norms within social law.


In this study, which forms part of the final research and development report – ‘Qualifying everyday life’ Bech-Jørgensen presents an inspiring, comprehensive analysis of the communities created within the framework of the voluntary social organisation. The Christian Student-Settlement is located in the working class area of Vesterbro, Copenhagen. The primary focus is upon the shops and workshops created for and by unemployed people and volunteers on Vesterbro – referred to as ‘unusual communities’. Their aim is to create a more fulfilling everyday life for and by the different user groups and those in the local area. This extensive research, financed by the Danish Ministry of Social Affairs, is qualitative in nature and involved interviews with present and former Settlement users, volunteers, and different groups of employees.
8. Efficiency, effectiveness and equity of social service provision and financing


Dich conducts a critical Marxist analysis of the Danish Welfare State. He finds that the ruling class of the Danish welfare state is the growing group of public employees. Dich argues that although their power is based not on property it is based on three factors: ability to create a social ideology established on a humanistic culture; the general flight from manual work; and the fear of illness and death. The consequence is a huge expansion of public employees with very good wages and limited workload.


This publication analyses the public production of social services in a number of ways. The Research Institute of Local Government (AKF) commenced analysis in 1981. Its main purpose was to aid the formation of a general view about the development of public social services, and to analyse the productivity and effectiveness of selected public resort areas.


Foss Hansen considers, in this chapter, how effectiveness is assessed and how an effective organisation is characterised.


Hansen’s chapter addresses three questions: How do employees and managers of organisations define effectiveness in their organisation? How do external players define effectiveness? How are organisations’ abilities to live up to established criteria assessed?

9. Patterns of relations among providers


In this chapter, Klausen considers future social service providers. He is not concerned with solving major social problems such as ‘unemployment’, ‘transfers’, ‘care of the elderly’ or ‘social integration’, as he argues that solutions to these problems are current, and will continue to be, decided by politicians. Klausen deals with the question of who the social service providers will be. He also considers what background the advantages and disadvantages of different arrangements can be measured.


In this third review, Hansen & Hansen not only provide a comprehensive qualitative account of the co-operation between voluntary organisations and local and regional authorities but they also take stock of the work of the organisations’ and the authorities’ involved.


In this work, the authors thoroughly examine the role and position of voluntary organisations in Danish social policy, from the implementation of democracy and the right to form associations, between 1849 and the 1990s. The study, which draws on 13 case studies of voluntary social organisations ranging from ‘The Danish sick-benefit associations’, through The Church Army, to ‘The DAMP association’, documents the historical development of the relations between the voluntary sector and public social policy. The work includes a concluding analysis of the role of the voluntary organisations in the development of social policy, and the historical trajectories of such organisations.

10. Innovation and change


This report, the second part of a Ph.D. thesis, analyses the organisational development and the work methods and practices of Danish municipal social service administrations. The theoretical point of departure is the sociological version of ‘neo-institutional theory’. Gregersen considers how the organisation of administration is driven by institutional processes. He argues that there is a common understanding of social work throughout the organisational field of municipal social service organisations.


Fisker looks at experimental and developmental projects within the social and health service sectors. He refers widely to new aspects of social and health service problems or new types of work. Fisker points out that such projects are typically time limited which means that decisions about the future of particular projects must be made at some point. Fisker concentrates on how experiences from these projects are anchored in public sector organisations. In the epilogue, the author definitively states that experimental and developmental projects have found a natural place amongst a number of available and useful working instruments in the social and health sectors. These have been used to meet increased demands of flexibility and readiness to implement change.

Hulgård discusses voluntary work in the reproduction of a welfare society. He investigates why individuals actually engage in such reproduction, despite the hardship that such involvement brings. Hulgård finds disharmony between active and collective engagement in maintaining the welfare society; and the increasing individualisation of modern society. Taking Max Weber’s sociological theories as the point of departure Hulgård analyses “the strategy of experimentation” illustrated in the mid-evaluation of the SUM-program (Programme of development on the field of social policy).

11. European union and globalisation issues


According to Andersen, although the public sector is expropriating resources that could be utilised in the production of private goods and services, he emphasises that this is not necessarily a burden on the economy. He argues that, on the one hand, the Danish public sector has certain advantages, including close connections between the health and social sectors, and this provides opportunities to prioritise between different budgets. On the other hand it has its weaknesses, for instance, the clear-cut separation of payment and rights gives citizens an advantage. They can minimise their economic contributions to the public sector, whilst at the same time draw on as many funds as possible. Andersen concludes that the development of the public sector has benefited the middle-classes and that it has been very politically difficult to redistribute in favour of the least powerful groups.


This report is concerned with social policies of the EU and member countries. Of primary interest is social policy concerned with social dimensions although policy relating to the labour market is not discussed. Abrahamson and Borchost discuss the consequences of Danish membership in the EU, for standards of social benefits in the Danish Welfare State. The debate is held at an abstract theoretical level.

12. Bureaucratisation and/or commercialisation problems


Pedersen and Petersen conduct a political and economic analysis of the public sector, with the aim of contributing to the debate about the public sector and problems relating to its growth.

Andersen, Niels Åkerstrom. 1996. Udlicitering – Når det private bliver politisk. [Put out to tender – when the private becomes politicised]. Copenhagen: Nyt fra Samfundsvidsenskaberne

Andersen analyses the privatisation of welfare-services. Drawing on two case studies he argues that the development of welfare-services in Denmark has stagnated. Andersen’s thesis is that a political logic succeeds when public assignments are put out to tender under private sector conditions. The consequences are that: no one-sided marked orientation takes place; a political-orientation remains in the operation of welfare services; and private companies never actually control public assignments in terms of the market economy.


The former Social Democratic Minister of Social Affairs, Bent Rold Andersen, has written a fairly harsh critique of the development of Danish care policies for the elderly. He argues that the welfare state went astray in the middle of the 1980s, when relying upon management ideologies to modernise the sector. This resulted in changes in both the work ethic and organisational culture. ‘New Public Management’ with an increased focus on efficiency replaced a former focus upon care as a social interaction. The book makes a contribution to the ongoing public debate on care of the elderly, and the rationales of the public sector.

13. Comparative, cross-national issues


Bengtsson conducts a comparative study of social service standards in the French city Montpellier and the city of Århus in Denmark France and Denmark. Bengtsson has also conducted similar comparative studies on social services by comparing Århus standards with a German, an Italian and a Dutch city.


Given that the welfare mix of each country depends on historical, cultural and political influences comparison between welfare systems is invaluable. It aids assessment of the welfare system of a specific country. This book presents an overview of social care systems for children and older people in seven countries: Denmark; Finland; Sweden; England; the Netherlands; France; and Germany. This comparative analysis provides the reader with the historical development of social policies, including the organisations, financing and provision of care in each country.


This edited volume focuses on the relationship between the labour market and the welfare state in a comparative perspective. The first part of the book includes a theoretical discussion of ‘citizenship’, ‘care’ and ‘welfare models’. The second discusses issues for women to consider when reconciling work and care in different welfare systems. The volume includes articles which analyse policies developed in relation to families and children.
14. Current trends and policy issues; predictions


The authors focus on the waste of human resources arising from the fact that more than 900,000 Danes engaged in active employment actually collect unemployment income. The book is based on award winning articles, by four economists. The economists agree that the Danish welfare state is fairly good in comparison to many other countries, but that certain problems must be addressed if its high welfare standards are to survive in the future. Dalgaard (et al.) discuss different solutions to these problems, such as reproducing a generally highly qualified labour force correcting the “system errors” of the welfare state, and a more active “mobility policy” to avoid structural unemployment.

C Special Fields

Child and Youth Welfare


Christensen analyses the process of child placement in twenty-three cases. She conducted qualitative interviews with children placed outside their homes, as well as with their parents, caseworkers, foster parents or employees at institutions where children were placed. Positive relations were found to have developed between the child and one or more adults at the placement home in approximately fifty per cent of cases. Christensen also found that professional and personal qualifications were important for positive relations. If a child did not feel loved or wanted in the placement environment, a positive relationship was less likely to result.


This report forms part of the Danish nation-wide evaluation of the Programme of Social Development (SUM), which commenced in 1988 and concluded in 1991. The programmes main purposes were to encourage the reorganisation of social services and to develop new goals, methods and working procedures. Based on empirical evidence the report evaluates the experiences of a number of SUM projects relating to children and young people from between 6 and 18 years old.

Nielsen, Hanne Warming. 2002. Det er lidt svær – men jeg må jo sige min mening. [It’s a bit tough – but I have to say what I feel]. København: Frydenlund

Nielsen’s report is concerned with the professional ethics of interviewing children, whose parents are either getting a divorce or are already divorced. The report’s focus is on those cases characterised by disagreement or problems relating to the child’s interaction with the parent who does not hold custody. The main conclusions are as follows. First, professional ethics are stretched between three poles – the child’s perspective, the psychological perspective and the legal perspective, with the consequence that the child’s perspective becomes easily neglected. Second, that taking the child’s perspective seriously necessitates dialogue and negotiation with the parent’s (often conflicting) perspectives. Finally, the reason for interviewing the child is often only a symptom of more complex problems, which involve intense feelings, and erosion of the well being of the individuals involved. These problems are typically neither recognised nor dealt with appropriately.

Family Services


The book discusses public daytime childcare institutions for children under school age. According to Vedel-Petersen this public system has achieved fairly high standards which, under appropriate circumstances, enable both parents of small children to enter the labour market. Vedel-Pedersen does however find some problems. Since supply does not correspond with demand, waiting lists and lack of choice are created. This can have a negative influence on the dialogue between parents and employees.


This exploratory study is about the everyday life of socially vulnerable single mothers with three or more children, and their relations with social services. It illustrates the difficulties of combining caring for the family with employment/education. Employment and education can, in situations even where mothers welcome it, not only worsen the family’s social situation but it can also capsize them: if it is not combined with counselling, encouragement and economic or practical support. It is argued that individual, holistic approaches are necessary in order to help such families, for desirable long-term results.


This qualitative study analysed the daily life of vulnerable lone mothers and their children in Denmark. According to the study, ‘loss of social rights’, ‘gender and ethnic inequalities’ and ‘family violence’ emerge as key issues in these families. This is surprising as the Danish welfare system is considered one of the most progressive welfare systems, in terms of family support policies.

Frail elderly, nursing homes, long-term care

Hansen, Eigil Boll and Merete Platz. 1995. 80-100-åriges leveår. [The Living Conditions of 80-100-years-olds]. Copenhagen: AKF Forlaget & Socialforskningsinstituttet

This report is based mainly on personal interviews with people between 80 and 100 years old in 75 municipalities of Denmark. The study sought to answer the following questions: – where do vulnerable elderly people live; what are their housing conditions; and whether their physical, emotional and social needs are
met through the provision of different forms of accommodation. In addition, the report
discusses how many elderly people remain in their own homes against
their wishes; what vulnerable elderly people want with regard to housing and
assistance; and what effect different policies on care of the elderly have on their
security, welfare and need fulfilment.

Hansen, Eigil Boll; Leena Eskelinen, and Jan Kargaard Madsen. 1999. Hjemme-
hjælp og ældre velbefindende – en analyse af hjemmehjælpernes arbejdsprincipper i to kommuner. [Home Help and the Well-Being of Older People – an Analysis of
the Working Principles of Home Help in Two Danish Municipalities]. Copenhagen:
Amternes og Kommunernes Forskningsinstitut. 

The aim of this study was to address the following questions. 1) How should
‘home help’ be described in order to illuminate the various working principles
that are applied in work with the elderly? 2) How are the working principles reflected
in the quality of services received by older people? 3) What is the significance of
the general rules and conditions for the working principles of home help? The authors
focus upon working principles perceived to have a positive influence on the well-being
of the elderly and their ability to make the most of their own resources.

Lewinter, Myra. 1999. Spreading the Burden of Gratitude – Elderly between

This large study draws on 167 interviews of the ‘frail elderly’, their relatives
and their home helps in urban and rural areas between 1994-95. The core of the
argument is that the welfare state is dividing the burden of gratitude between the
‘state’ and ‘civil society’. This development supports the elderly person, ensuring
his/her dignity and independence from their family. Other conclusions include:
differences in perceptions of care work between the giver and the recipient of
care; and the continuation of a gender bias in the care given by the family (caring
responsibilities and the care done).

Dahl, Hanne Marlene. 2000. Fra kitter til eget tøj – Diskurser om professional-
isme, omsorg og køn [From smocks to private clothes. Discourses on professional-

This study is of the articulation of political-administrative discourses on care and
caring qualifications between 1943-95 in the field of care for elderly people in their
own homes. It argues that home helps with a base in generalist qualifications have
increasingly been described as professionals or as embodying a new form of profes-
sionalisation. Recipients are increasingly seen as autonomous and heterogeneous,
and there is a move towards addressing their needs more appropriately. However,
the change in image of the recipients and their needs does not seem to be closely
related to the new articulation of the carers qualifications. Two discourses are driven
by different rationales. They do not comply with a rational model of politics.

Health care related social services, convalescence and rehabilitation

Juul, Søren; Troest, Annelise and Anker, Jørgen. 1994. Kommunerne og de
sindslidende. [The municipalities and the mentally ill] Copenhagen: Dansk Sygehus
Institut and Socialforskningsinstituttet

This report focuses on the work of local authority services for individuals with
mental illness. In particular, the authors analyse the following three dimensions:
the design of local authority public services for individuals with mental illness;
what the effects of public social services in this field are; and how they can be
improved. Additionally the report discusses these services in the light of available
knowledge about the needs of those with mental illness.

Jensen, Mogens Kjær. 1997. Sociale boformer – boformer for psykisk syge,
alkohol- og stofmisbrugere samt social udstødte og hjemløse. [Forms of social
housing for the mentally ill, alcoholics and drug addicts and for socially excluded
people and homeless people] Copenhagen: Statens Byggeforskningsinstitut &
Socialforskningsinstituttet

In December 1992, the Danish parliament called upon the government to take
special action for ‘socially marginalised’ people. Such action was to include the
development of social housing with the assistance of both local and county autho-
rities, with a view to finding permanent solutions for socially disadvantaged people,
including individuals with mental illness and individuals involved with substance
abuse. In autumn 1993, the Ministry of Social Affairs commissioned the Danish
National Institute of Social Research and the Danish Building Research Institute
to jointly carry out an assessment of government-funded experimental forms of
housing, for various groups of socially disadvantaged people, including the home-
less. This report by Jensen presents the conclusions of the assessment.

Aalborg Universitetsforlag

Svendsen-Tune’s book studies the everyday lives of residents in an alternative
housing project for individuals who are: homeless; mentally ill; and also abuse
drugs. The study draws on extensive participant observation of the residents’ lives. A key
finding of the study centres on the social relations and networks between residents,
and the ways in which these are related to and influenced by external, predominantly
criminal networks operating in both the trading of and abuse of drugs.

Disability

Bengtsson, Steen. 1997. Handicap og funktionshæmning i højtemrene. [Dis-
ability in the 1990s] Copenhagen: Socialforskningsinstituttet

Bengtsson’s empirical study is based on a random sample of Danes in the
18 – 60 age group. Disability is measured according to a recently developed British
scale. The survey sought answers to a number of questions about life conditions
– in particular work or work-related activities, and an individual’s use of social
services. Results are compared with a similar study conducted 33 years earlier.
The proportion of people with disabilities, who are actively pursuing work or stud-
ies, was found to be almost the same as the earlier study. Whilst a larger number of
people with disabilities study today, the growth rate corresponds to that of
the general population. The research also found that although there are a number
of public social services for people with disabilities in Denmark, an astonishing
number of users are dissatisfied with them.

videncentre på handicapområdet. [Knowledge that makes a difference – exper-
iments with knowledge centres for disability] København: Københavns Universitet,
Sociologisk Institut
Olsen’s Ph.D. thesis is based on research carried out between 1994 and 1996 on “knowledge centres” within the disability field. The centres were created on basis of previous experience of such centres among politicians and practitioners and on assumptions about decentralisation creating “gaps” in professionals’ knowledge, within specific disability areas, thereby reducing the quality of support provided locally.


This book is about young people with physical disabilities and their transition into independent, adulthood. It is based on research about a developmental project, involving 23 young disabled people, with whom local authority caseworkers and user-organisation representatives developed a plan of action. It revealed many aspects about the complicated situations that these young people face including their interaction with the public system.

**Homeless, the poor, poverty**


In this work, Järvinen problematises the rhetoric of the ‘new homelessness’, (i.e., a prevalent assumption that the: problem of homelessness has increased dramatically within the last 10-15 years; homeless now are younger than they were previously; homeless have a new ‘problem profile’ – they are now more vulnerable and in need of treatment; and number of homeless women has risen – and their situation is becoming similar to that of men). The main analysis concerns homelessness among women. Along with Kristensen’s study referenced below, this work firmly places the issue of female homelessness on the social and political agenda.


This article presents the main findings of a qualitative study about homelessness among 18-25 year old women. Recent statistics from the ‘shelters for the homeless’ not only indicated a historically high percentage of 18-25 year old women using the shelters (approximately 50%), but also that the percentage of female users had more than tripled within the last 13-14 years. Kristensen explores how to address this new visibility of female homelessness. She argues that in order to understand the phenomenon, it is necessary both to focus on the visible and the hidden homelessness. Homeless women often use shelters as a last resort.


This chapter describes the urgent need for accommodation for the homeless. Koch-Nielsen and Stax argue that it is necessary to deal with the heterogeneity of the phenomenon ‘homelessness’, and the related concept of social exclusion. In the Danish context, the question of accommodation is closely linked to preventive and re-integration measures. Some recent examples, including general and more targeted, are presented in this chapter. In addition, the authors discuss some of the difficulties faced when evaluating measures and conducting research in this field, especially at a European level. The chapter is based on ongoing evaluations of accommodation and qualitative reports of different types of homeless people.

**Unemployed**


On the basis of extensive quantitative data, Andersen challenges the predominant perception of marginalisation from the labour market and the assumed relationship between this and social and political marginalisation. He argues that although a minority is effectively marginalized from the labour market and society in general, the Danish welfare state has largely succeeded in preventing marginalisation from the labour market. Marginalisation from the labour market is, furthermore, not as irreversible as previously assumed – especially not for younger generations.


The Act on ‘municipal activation’ programmes, in effect since 1st January 1994, constitutes a continuation and extension of ‘the active line’ in Danish social and labour market policy. The Act establishes a framework for municipal programmes which are designed to ‘activate’ recipients of social assistance. Activation is an attempt to motivate and empower vulnerable groups to develop their involvement in society. An intentional consequence of the Act, was to extend beyond the existing target group (i.e., young persons) to social assistance recipients aged 25 years or older. The report focuses on participants’ perceptions of the process and benefits, the content of activation projects, and their employment effects.


Larsen analyses challenges, problems and possibilities for the development of a local ‘activation policy’, which both takes into consideration the conditions and needs of clients, and has the strategic aim of contributing to the dynamic development of the local community. The analysis is based on experiences of the Kongens Enghave area in Copenhagen. This area, characterised by social deprivations, has had the status of a social and political experimentarium. As one of four participating in a ‘political administrative decentralisation project’, it obtained its own local council, and simultaneously gained status as a ‘neighbourhood renewal project’. The analysis provides a differentiated analysis of the ambitions, hopes and realities of such community empowerment initiatives.

**Immigrants and refugees**


This report contributes to the nation-wide evaluation of the ‘Programme of Social Development (SUM)’ in Denmark, which commenced in 1988 and con-
Jeppesen, Kirsten Just. 1994. Minority and det sociale system – De fremmede i Danmark 4. [Minorities and the social system] Copenhagen: Socialforskningsskollietet. This book is the fourth in a number of publications on refugees and immigrants in Denmark (including the one above). Jeppesen focuses on the interaction between ethnic minorities from the Third World living in Denmark, and the Danish social welfare system. Jeppesen’s research illuminates the degree to which ethnic minorities use the social welfare system. She concludes that it varies according to the type of social services. For example, ethnic minorities use preventive measures (e.g., preventive health care) less than the average population, but receive medical treatment, doctor’s visits and medical examinations, more than the average population.


In this paper, Skytte provides a well-informed overview of existing studies about different social problems, in relation to the most vulnerable groups, in the ethnic minority population including, disabled ethnic minority children, traumatised refugees and elderly ethnic minorities. Skytte concludes that although research exists in a number of social areas, studies that illuminate social policy initiatives for this heterogeneous group of people are scarce, particularly in relation to a number of key issues – full citizenship and targeted social provision.

D Summary assessment of current debates

Following nine years of social democratic governments, a neo-liberal government took office in November 2001. The change in government can be partly seen as a consequence of the sustained criticism of the Danish model of public services, including concerns about high levels of expenditure, inefficiency, paternalism, equality and self-reliance. Key issues for the new government are, in this respect, to: maintain the present level of taxes; improve services/care for the elderly; and improve health care.

Services provided for the socially excluded (such as the homeless, those with mental illness and individuals who abuse drugs) have been emphasised as one of the predominant concerns of social policy.

Finally, the government has sharpened the political discourse and not least policies concerning immigrants and refugees. These groups now hold reduced citizen rights that differ from the remaining part of the population. Policy changes concerning immigrants and refugees have been met by extensive national and international criticism.

Denmark’s neo-liberal government continues to explore alternative ways of organising public social services, including balancing the ‘welfare mix’, i.e., the division of responsibility between the public sector, the voluntary sector, the market and civil society.

Estonia

by Mikko Lagerspetz
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A Synopsis of the Social Service System in Estonia

Between 1940 and 1991, Estonia was part of the Soviet Union. The social service system of the ‘real socialist’ regime differed in many aspects from those of capitalist economies. Most importantly, many services were organised not directly by central and local governments, but by collective farms (which were theoretically private, but in practice, under the tight control of the authorities), and by the other employers (which were state owned). The change in the economic system and the privatisation of most enterprises has shifted the burden of organising social services to the much underdeveloped local governments. A reorganisation of the system of social services has been a challenge for the Estonian public sector. At the same time, restructuring the economy has led to new problems, which were at the very least either previously non-existent or well hidden. These include open unemployment, homelessness and large economic inequalities.

The current 1995 Social Protection Act (which has been amended several times) lists categories of social services as follows: consultations; the provision of prostheses and other devices for people with disabilities; home services; shelter provision; home nursing services; nursing and rehabilitation at institutions; and other services needed for personal well-being. The majority of social services are to be provided by local government, financed through transfers from the state. In the wider sense, the Estonian social protection system makes use of such measures as unemployment benefit, subsistence benefit and family allowances.

Unemployment benefit was first introduced in 1991 from the state budget. From 1993, a system of subsistence benefit for households with low incomes was introduced and amended in 2001. Payments are made through local government, which also has discretionary powers. A law on family allowances, first enacted in 1992, created a comprehensive framework of different types of allowances. The present system is based on the Family Allowances Act of 1999 and its 2001 amendment. From 2002, the Unemployment Insurance Act introduced fundamental change.

Since their introduction, all categories of social benefits have increased significantly slower than the consumer prices. The sum of all social benefits was the equivalent of 2.1 % GDP in 2000; the most important – family allowances – were the equivalent of 1.6 %, whilst the share of unemployment benefit was a mere 0.14 % of GDP. All permanent residents in Estonia with children under 16 years of age are beneficiaries of this universal social policy which entitles them to family allowance. In 2000, 43,700 households received subsistence benefits, and as a monthly average, unemployment benefits were received by 27,500 unemployed individuals. However, the value of all the different categories of benefits is currently very low, and their poverty-reducing effects are being disputed (see the entry Kuddo et al. 2002 below!).

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A Synopsis of the Social Service System in Estonia

Between 1940 and 1991, Estonia was part of the Soviet Union. The social service system of the ‘real socialist’ regime differed in many aspects from those of capitalist economies. Most importantly, many services were organised not directly by central and local governments, but by collective farms (which were theoretically private, but in practice, under the tight control of the authorities), and by the other employers (which were state owned). The change in the economic system and the privatisation of most enterprises has shifted the burden of organising social services to the much underdeveloped local governments. A reorganisation of the system of social services has been a challenge for the Estonian public sector. At the same time, restructuring the economy has led to new problems, which were at the very least either previously non-existent or well hidden. These include open unemployment, homelessness and large economic inequalities.

The current 1995 Social Protection Act (which has been amended several times) lists categories of social services as follows: consultations; the provision of prostheses and other devices for people with disabilities; home services; shelter provision; home nursing services; nursing and rehabilitation at institutions; and other services needed for personal well-being. The majority of social services are to be provided by local government, financed through transfers from the state. In the wider sense, the Estonian social protection system makes use of such measures as unemployment benefit, subsistence benefit and family allowances.

Unemployment benefit was first introduced in 1991 from the state budget. From 1993, a system of subsistence benefit for households with low incomes was introduced and amended in 2001. Payments are made through local government, which also has discretionary powers. A law on family allowances, first enacted in 1992, created a comprehensive framework of different types of allowances. The present system is based on the Family Allowances Act of 1999 and its 2001 amendment. From 2002, the Unemployment Insurance Act introduced fundamental change.

Since their introduction, all categories of social benefits have increased significantly slower than the consumer prices. The sum of all social benefits was the equivalent of 2.1 % GDP in 2000; the most important – family allowances – were the equivalent of 1.6 %, whilst the share of unemployment benefit was a mere 0.14 % of GDP. All permanent residents in Estonia with children under 16 years of age are beneficiaries of this universal social policy which entitles them to family allowance. In 2000, 43,700 households received subsistence benefits, and as a monthly average, unemployment benefits were received by 27,500 unemployed individuals. However, the value of all the different categories of benefits is currently very low, and their poverty-reducing effects are being disputed (see the entry Kuddo et al. 2002 below!).
B Annotated Bibliography

Social policy is not a topic of debate. Many of the entries listed below are statistical overviews rather than that of policy analysis. The Ministry of Social Affairs has published several books and booklets. Many of them can be accessed electronically through links at the Ministry of Social Affairs’ website (www.sm.ee). A good overview of several issues related to social services and policies, and a lot of useful references are offered by the series of Human Development Reports (see the entries Vetik 2002 a, b in the section 15). Most of these reports are also available on the Internet. In compiling the bibliography, the author has received valuable assistance from Ms. Ülle Lepp, of the Estonian National Library, Tallinn.

1. Comprehensive works and overview volumes of the social welfare system

This 124-page publication includes short articles that give an overview of the development of the social services system in Estonia.

The volume discusses the organisation of social protection and of the relevant legislation. It also includes a dictionary of terminology.

This brief overview of the welfare service system is published in Estonian, Russian and English.

2. Supply and demand of social services

This bilingual collection of statistics prepared by the department of statistics and analysis of the Ministry of Social Affairs includes a foreword by the Ministry’s Secretary General, Mr. Hannes Danilov. The statistics include indicators of service provision and its financing in 2001.

3. Definition, forms and types of social services

This 70-page book includes two articles on activity therapy, which is a term for activities that are organised for patients in long-term medical care, in order to help them maintain their physical, social and intellectual capacity. The first article discusses the development of this field in Estonia and the second assesses the impact of the physical environment on the activities of male patients in long-term care. Both articles were originally written as part of diploma theses at the Professional High School of Oulu (Finland).

4. Organisational aspects

This 44-page booklet is a practical handbook for project management in social work.

5. Social service financing

This 33-page leaflet discusses the reform of the Estonian pensions system, which from 2002 is financed through three complementary schemes – the state pension, the state-supported scheme of voluntary savings to pension insurance funds, and voluntary insurance.

This article in an Estonian professional magazine for social workers is about public financing of childcare. It discusses the principles of allocation of finance and their present distribution.

6. Staff and volunteers

A leaflet providing social workers with guidelines in professional ethics.

This research report attempts to analyse the need for professional social workers in Estonia.

Leino, Mare. 2000. Õpetajatõlgaks algavate õppetöö koolitusest. Tallinn: The Pedagogical University of Tallinn. [Teachers as social workers]
The 200 page volume is based on information gathered from teachers and on observation of classroom work. Teachers have to cope with situations, where the number of pupils from families with economic and other social problems has grown rapidly. In addition to emotional support, they also give the children economic support in the form of learning materials that the school does not pay for. The author stresses the need for including more elements of social pedagogics in the teacher training curricula.
7. Clients, users, and consumer issues


This collection of articles discusses sexual violence. It has expert analyses as well as interviews with victims.

8. Efficiency, effectiveness and equity of social service provision and financing


The author, a senior economist at the World Bank, criticises the current system of social benefits along the lines described in the next entry. The journal is published by the Department of Economic and Social Analysis of the Chancellery of the Estonian Parliament, and focuses on policy discussion.


The book includes important analysis of the impact of the Estonian system of social benefits. Among the rare attempts to initiate policy discussions in Estonia, it states that a major part of payments are currently received by households that are not poor, in the strict sense of the word. At the same time, households with the lowest income are not sufficiently helped by social benefits. The authors argue for better targeting of benefits, which would increase payments for a smaller number of beneficiaries.

9. Patterns of relations among providers


In Estonian circumstances, an early contribution to the discussion on privatization/outsourcing of social services.


The article discusses, amongst other things, the possible roles of non-governmental organizations as providers of services in the fields of social and educational policy. It is argued that their main strength, in comparison with both the public and private business sectors, is that they are a channel for grassroots initiatives. Therefore, it is important that they preserve their autonomy, even when they are executing services commissioned by the public sector. The motive for outsourcing services should not be underpinned by a wish to reduce the already strained state and municipal budgets, but to provide users with alternative services.


This 79-page volume discusses concepts and the legal framework in relation to the outsourcing of public services. The author sees this development as a potential way of enhancing the efficacy of public governance, but points to certain dangers. The main problem is how to guarantee the quality and availability of services. Examples of contracts between local governments and non-governmental organizations are given in the annexes.

10. Innovation and change


New information technology, specifically a cross-compatible register system and a governmental inter-agency document management system, provides public authorities with the opportunity of making social services more user-friendly. The different services can be grouped on the basis of situations encountered in life, or on specific fields of action. Citizens prefer such arrangements to the now prevailing, agency-focused approach to providing services.


This translation of an official document states the priorities and action plans of the ministry during a period of ten years.

11. EU and globalisation issues


A publication on gender equality in the European Union. It gives references to the most important standards and charters.

This collection of articles discusses child and family policies in Estonia as well as other European countries. It includes an article by Katja Forssén comparing family policy and its effects on the welfare of children in selected countries of the OECD.

12. Bureaucratisation and/or commercialisation problems


A conference paper on the effects and possibilities of the marketization of social services.

13. Comparative, cross-national issues


This compilation is of comparative statistical information from three Baltic countries.


This volume (along with the entry listed as Marksoo 1999 below) analyses the results of a survey about living conditions. The survey was co-ordinated by the Norwegian Institute for Applied Social Research (FAFO) and was carried out simultaneously in Estonia, Latvia and Lithuania. Another survey conducted five years previously enabled both temporal and inter-country comparisons. The survey can be accessed through FAFO’s website (www.fafo.no).

14. Current trends and policy issues


The article published by the journal of the Finnish Society for Social Policy discusses the effects of Estonia’s economic transformation in the 1990s and the corresponding challenges for social policy. According to Lagerspetz, the whole field of social policy was largely neglected. The idea of economic change as a “transition” towards a prosperous society effectively functioned as a means of giving political legitimacy to this negligence. However, the possible EU accession of the country will probably force it to adopt a more active stance in relation to social policy.


This report presents basic results of a cross-national survey conducted in Estonia and two other Baltic countries. In this report only the Estonian results are discussed; comparative survey data is discussed in Kutsar 2002 (see previous section).


Translation of an official policy document.


Translation of an official policy document.

15. Other topics not elsewhere covered


Two ‘Human Development Reports’, originally initiated by the UN Human Development Programme, have now been published by this social research institute – an important forum for presenting and discussing results of social research. Structured around general indicators used in calculating the Human Development Index, an annual publication gives an overview of social problems, such as the labour market, and health, among other things, often with a policy-oriented approach. The reports were until 2001 published both in Estonian and in English, but the latest of them is only in Estonian. The main statistical tables and summaries of the articles are in English. The reports from 1995 to 2000 are available on the Internet at the website [http://www.undp.ee/nhdr.php](http://www.undp.ee/nhdr.php).

C Special Fields

Child and youth welfare


This collection of articles discusses social conditions of children and families with children. They are described as an economically highly vulnerable group. The discussions are based on statistics and survey data.


This PhD Thesis from the University of Tampere, Helsinki is based on anthropological fieldwork – participant observation. The author gives an account of the
subcultures of girls and staff in a closed institution. She points to a discrepancy between the rhetoric of the management on innovation and reform on one side, and actual practice on the other, which is based on strictly hierarchical and authoritarian relationships. She criticises Estonian child policies for not paying heed to the need for re-socialising young people in trouble.

Family services


Estonian family policies are compared with similar ones in different European countries. Specifically policy objectives, percentage of family support of GDP and the effect of policy measures are compared. Although Estonia has maintained a universal child benefit system, tax exemptions introduced in 2001 may be regarded as a first step towards differentiating state support.


This book focuses on the consequences of economic transformation in the 1990s and its impact on the well being of families. Through a series of in-depth interviews, the authors give an overview of different resources and coping strategies. Inappropriate regional development programmes, tax and wage policies, together with family policy are some of the explanations given for the social vulnerability of many families.

Frail elderly, nursing homes, long-term care


A research report about the coping strategies and service needs of the elderly.


This research report points at recent demographic trends in Estonia. They include low birth rate, low immigration, and the growing share of people above the working age.

Health care related social services


The rapid stratification that has followed Estonia’s political and economic transformation has also created inequalities in health. The authors discuss the connections between health and socio-demographic indicators such as income and place of residence.


Handicapped


A policy evaluation report written for the Council of Europe.

Homeless, the poor, poverty


The authors discuss different definitions of poverty and assess the actual size of the population that can be described as living in poverty.


The authors note that the majority of social benefits in Estonia, are of a universal character, and are not dependent on the beneficiary’s income, or other material resources. As a result, they do not function primarily as a means of reducing poverty. Child benefits are the most important category of benefits, and they are accessible to virtually all families with children. The payments are small and are not able to alleviate the economic difficulties of those who need them most.

Unemployed


A collection of statistics on the labour market, based on labour market surveys from 1989 to 1998.


Immigrants and refugees


This collection of articles summarises the main results of the government-funded VERA Project, which was the basis for Estonia’s ethnic integration project.
The “immigrants” discussed in this context – and usually in Estonia – are the mostly Russian-speaking Soviet citizens that arrived in Estonia, during the period of Soviet rule, between 1940-1991. Although many were born in Estonia a large majority have migrated more recently.


The article draws on survey material gathered throughout Estonia, Latvia and Lithuania in the 1990s. Household income and consumption is reviewed with comparisons between countries and between households comprising different ethnic backgrounds. Overviews of the findings in the three countries have also been published separately by the University of Strathclyde.

D Summary Assessment of Current Debates in the Field

As indicated earlier, social services and social policy are not issues that have been frequently debated in Estonia. This is, to a large extent, due to the weak organizational capacity of economic interest groups, which in other circumstances are likely to have had an interest in the development of social policy and social services. Organisations have not been able to keep up with the rapid pace of the socio-economic transformation. Neither has the development of social policy and social services been a priority for political parties. Rather surprisingly, with regard to the country’s possible accession to the EU in the near future, the effects of European integration and globalisation on social services and social policy, have hardly been discussed at all. In short, the bulk of publications listed here could be described as rather routine statistical overviews and policy documents, produced by the Ministry of Social Affairs.

There are, however, some signs of a gradual emergence of policy discussions. One of the new issues is the possibility of outsourcing certain services to non-governmental organizations; however, there are presently only a few examples of such partnerships, and the discussion is therefore still somewhat theoretical. It is nevertheless likely to gain momentum in the near future. An issue of more immediate practical relevance, forcefully introduced by Kuddo et al. 2002, is the question of precise targeting of social benefits. They point out, that a majority of social benefits are actually being paid to households that are not really poor. They propose a shift in the current system, from the volume of payments, which are dominated by universal family allowances, to a system in which more weight is put on subsistence and unemployment benefits. However, family allowances are probably seen as more legitimate (than the latter benefits) by the ordinary citizen, and therefore such targeting of benefits would not be a politically easy task to implement.
B Annotated Bibliography

Most of the volumes, reports and articles included here are published by Stakes, the National Research and Development Centre for Welfare and Health. For accessibility, the bibliography focuses on publications written in English. Most of the titles are from recent years, but some titles from the early 1990s, which were not included in the last bibliography, have been selected.

1. Comprehensive works, overview volumes, classics on social services and the welfare system


The yearbook analyses phenomena in the field of social welfare and healthcare from the perspectives of different service branches and client groups. It contains information about a wide range of topics, including social and health services, service providers, personnel, costs, population, reproductive health, the use of alcohol and drugs, and social assistance.


Since it was established in 1946, the Nordic Social-Statistical Committee has prepared social statistics for Nordic countries, with the aim of enabling comparisons between countries. Through its work, the committee has achieved results, which now form a reasonable basis for comparison, in relation to expenditure, rules for cash benefits, and services for children and families, services for the elderly and for people with disabilities, and for individuals who are unemployed or ill.


The purpose of this study was to trace the ideological, political and conceptual origins, instrumental to the formation of social security policy and social care services. The study emphasises two related ideas concerning the development of social care services: firstly, how some activities from the old social welfare system are transformed into social services by the new ideological and political definitions and administrative arrangements; and secondly, how in the transition within industrialised societies the immaterial needs, that is the need for care, in addition to the subsistence needs, are gaining more recognition. According to this study, the concrete development of social care services in Finland has been a long and slow process, which has taken more than 30 years to reach maturity.


A research report examining income distribution and poverty during the 1990’s recession. An explanation of differences in welfare distribution in different cross sections of the population.

2. Supply and demand of social services


An investigation into the regional distribution of welfare in Finland in the light of statistics from municipalities and counties.


This research report explores the minimum living standards that are necessary from the participants’ point of view. It utilised a random sample and three elites: politicians, businessmen and civil servants.

3. Definition, forms and types of social services


The study examines the small rural community from the standpoint of danger and the fear of discontinuity. Empirical data consisting of interviews and participant observation in a small Finnish village was carried out at two points in time, 1978 and 1996. The description touches on elements concerning the whole of this century, as interviewees talked about their childhood and youth. The study examines the change in nested communities within families, kin, neighbourhoods and class-based associations. It analyses the texture of community life and discusses the changes therein, specifically the particular quality of rural social roles in contrast to urban social roles.

4. Organisational aspects, forms, ownership and auspices of provider


The impact of the recession on social services in municipalities. A critical view of the political solutions formulated by civil servants.

5. Financing


The publication makes available the most important statistics on national social welfare, health care expenditure and financing, and describes the social protection system in Finland. It contains accounts of social welfare and health care expenditure in 1999, time series data between 1990 and 1999, and statistics on the number of those in receipt of benefits, both in cash and in kind. It also contains information on social welfare and health care expenditure and financing in Nordic countries and in the EU and OECD countries.

Having analysed the various arguments for restructuring the welfare state, the book goes on to present the changes in economic policy theory from the recession through to subsequent years of growth. It then describes just what has been cut in social security over the years, and the way the cuts have been made. This is followed by an analysis of the impact of the cuts on disposable incomes of various types of households.

6. Staff and volunteers


The aim of this research project was to study how the education of social workers has developed in Finland since it began in 1942. The historical process of developing social work education was examined in the context of the Finnish welfare state. On the basis of this study the state has had a dominant role both in the professionalization of social work and the development of social work education. Moreover, academics and universities seem to play a very important role in the developing process as well.


This research answers the following questions: how self-help groups and volunteering are organised, what kinds of tasks are performed, by whom and for whom, and what motivates people to volunteer. The research indicates that self-help groups, volunteers and voluntary associations neither can be defined as a unified phenomenon in the voluntary sector, nor located within one spot in a societal framework. Through mutual support and voluntary action, citizens acquire experimental knowledge, which is useful in planning and implementing social and health services. Voluntary action and voluntarism have deep roots in Finnish society. A boom of research reports and books about the so called Third Sector have however emerged during the last decade, due to a growing interest in the field. There follows a selection of recent Third Sector publications in Finland.

Siisiäinen, Martti (Ed.). 2002. Yhdistyset kolmannen sektorin toimijoina. [Voluntary associations operating as a part of the Third Sector] STKL

Siisiäinen, Martti, Petri Kinnunen & Elina Hietanen (Eds.) 2002. The Third Sector in Finland. STKL


Yeung, Anne Birgitta. 1999. Valmius vapaaehtoistyöhön [Equipped for voluntary work]. STKL

7. Clients, users, consumer issues and profiles


The economic well being of the Finns was studied from the perspective of the economic problems people face, the solutions they apply to these problems, as well as a number of other parameters.


The outcome of this research, which comprised – face-to face or telephone interviews with a sample of 13,100 persons/households – reflected the commonly shared opinion, that the level of social services in the respective municipalities, had improved. During the period from 1987 to 1997, the social security of different social groups improved, and differences between the groups decreased. Besides the family, social welfare is the most favoured institution rendering assistance to those in need of care, as well as to those facing economic and social problems.


The report contains the result of the first phase of the large Soteva-research and development project. The aim of the project was to evaluate whether social and health services met citizens’ needs, their expectations and their demands. In general, citizens were satisfied with services. However, there were problems particularly in big municipalities, with individuals finding it difficult to get appointments for consultations with professionals at health centres, and workers in social services. The clients of social services were especially critical of this, as they perceived that there was not enough consideration being given to their life situation.


The seventeen articles in this volume present various approaches to questions of how professionals and consumers/clients meet, and how better practices may be developed.

Hellsten, Kati & Hannu Uusitalo (Eds.) Näkökulmia sosiaalisturvan väärinkäytöön. [Viewpoints on the Abuse of Social Security.] Stakes

A stimulus to this book was provided by the increasing debate in the summer of 1998 in Finland about the abuse of social security. The book is a compendium of existing information, and also contains new insights into the abuse of social security.

8. Efficiency, effectiveness and equity of social service provision and financing


A report dealing with classification of social work, both in Finland and other countries. The purpose is to develop planning, reporting and production of statistics.
The study analyses opinions about income transfers and social services, and the labour market. The volume includes international comparisons. It also examines attitudes towards the welfare state of different groups within Finnish society including: leaders of the largest companies; senior civil servants; Members of Parliament; and researchers and journalists.


The background to and the analysis of co-operation between social and health care, together with the results of the amalgamation between social and health care services are examined.

9. Patterns of relations among providers


The four chapters in this report provide: (1) a concise account of the theory of Finnish welfare policy; (2) “the Finnish survival story” (i.e., the Finnish welfare state in the throes of the worst recession in this century); (3) the dialogue between non-governmental organisations and the public sector; and (4) an analysis of an innovative method to combat social exclusion in Finland – the food bank activities of the church.


This is a study of social entrepreneurs and alternative service providers in social welfare and health care. Private service provision in the field of social welfare and health care has increased, both as a consequence of reforms such as state subsidy and because of recession and unemployment in the 1990s. A survey of 456 new entrepreneurs was conducted in the spring of 1995. The enterprises included: small group homes; housing units; family care units and service houses; all kinds of district nursing provision and community care services given in the client’s home; and private day care for children.


Since the provision of social assistance has begun to demand a major part of social workers’ time, the Ministry of Social Affairs and Health started an experiment – the purpose of which was to find out whether the financing and administration of the standardised part of social assistance – could be transferred to the Social Insurance Institution. In Finland there has been a long debate about which organisation should be responsible for this benefit.


This new recommendation on quality management in the social welfare and health care sectors, describes how quality management supports high quality services both in the public and private sectors. The aim is to foster the initiation and development of quality management in all areas of social welfare and health care.


In this collection of articles, a large number of social work analysts and experts consider the challenges faced by municipal social workers in the future. Making itself unnecessary has been the ultimate goal of social care throughout time, which was not possible to achieve whilst the welfare state was expanding. Furthermore social work is now more necessary than ever, given that people’s lives are subject to much uncertainty.


An explanation of how new commercially operational models affect modern welfare politics.

11. European Union and globalisation issues


The publication discusses seven pathways about how to develop the European social policy model in relation to the internal development of the EU. Europe also has a crucial role to play as a global actor. Europe is an actor not only of economic significance but also of social significance.


The aim of this study was to analyse changes in different types of action of the European Union in relation to social policy issues over the last few decades. These changes are considered from the perspective of the problems of government. This perspective can be seen as an alternative to judicial-political and sociological approaches, built on concepts of ‘state’ and ‘sovereignty’. It sees welfare practices as government formed – by power and forms of truth – seeking to shape the life and conduct of individuals, groups and organisations.

Comparative reports about minimum income levels in seven European countries.


A report from a European expert meeting on social care services, which focuses on two key policy themes; financial constraints and social exclusion. This report contains the presentations by key-speakers on policy responses to the financial problems facing social services in European countries, and social services’ responsibilities towards social exclusion. It also compares social services in Europe.

13. Comparative, cross-national issues


This comprises twelve articles about the role of NGOs within Social Policy in different countries around the Baltic Sea.


This dissertation discusses the role and position of local authorities inside the Scandinavian, and especially the Finnish welfare state. It studies how changes within central-local government relations have affected the construction of a national social service system. An enduring tension between the principles of local autonomy and a universal welfare state is characteristic of Scandinavian welfare service systems. Scandinavian welfare states have nevertheless learned to live with this ambivalence.


A comparative study of social work with minority ethnic groups in England and Finland. The case study was about social work in two chosen areas, Islington in London and Vantaa in Finland. The research consists of interviews with social workers from both countries and analysis of social service departmental policy and practice documents. In both England and Finland, statutory social services are important. Social work in both countries involves both direct client work, and also administrative/bureaucratic work. England and Finland differ in the introduction of care management and the division between purchasers and providers in the former, and the cash benefit system as part of social work in the latter.


The 1990s have been characterised as a period of welfare state adjustment, restructuring and recalibration. This series of studies considers whether national policy reforms have led to a narrowing of differences within Western European welfare states. Patterns of welfare state adjustment are analysed from a diversity-oriented perspective, particularly focusing on changes in Nordic countries. Two of the studies address financing of welfare states, service investments and redistribution strategies in fifteen Western European countries. The third study investigates welfare state adjustment in Finland and Sweden between 1999-98.

Niemelä, Jutta. 1996. The Use of Service Vouchers in the Social and Health service in different countries. Ministry of Social Affairs and Health.

The report describes the experimental use of service vouchers in social welfare and health care systems in Sweden and the Netherlands. The use of vouchers is however rather limited, mainly in the areas of home care and home nursing, as well as in child day care services and some other services.

Social Policy in Transition Societies. The Case of the Baltic countries and Russia. 1995. STKL.

The articles in this book provide a comparative perspective on the problems of shaping social policy in transition societies and consider specifically of the Baltic countries and Russia, which are influenced by the Scandinavian “social democratic” model, the Central European corporatist model and the Anglo-American liberal model. As far as social policy is concerned, Russia itself is probably more influenced by its internal processes than by foreign models.

14. Current trends and policy issues; predictions

Kajanoja, Jouko & Jussi Simpura (Eds.) 2001 Social Capital, Global and Local Perspectives. VATT; Government Institute for Economic Research.

In the book, the concept of social capital is analysed and assessed from different points of view. The relevance of the concept to policy-making is one of the main issues. The writers are social scientists and economists.

15. Other topics not elsewhere covered


Finland can be regarded as an international pioneer in the development of suicide prevention. However, do we know how professionals actually conceptualise prevention? This study is a description and interpretation of professionals’ conceptions of suicide prevention from the viewpoint of ‘prevention theory’. The aim of the analysis was to disclose the structure and theoretical approaches present in professionals’ conceptions and provide action plans using the conceptual model evolved in the study. The model, which has turned out to be a feasible tool, can be used in research, planning and training in various fields. The study is a part of the evaluation of the National Suicide Prevention Project in Finland (1987-96).


Drinking patterns are of common interest to all who want to understand the dynamics of changes in the link between per capita alcohol consumption and the prevalence of alcohol-related harm. The report, being a part of the EU-funded European Comparative Alcohol Study (ECAS), provides a review of research on drinking patterns amongst the adult population in 15 European countries since 1950.

The report deals with the fact that the socio-economic position of the Romani population in Finland is weak, owing to their low level of education, and the general prejudice and discrimination that they face. State and municipal authorities’ measures to attain de facto equality have been insufficient.

C Special Fields
Child and Youth Welfare

*Early Childhood Education and Care Policy in Finland.* 2000. Ministry of Social Affairs and Health

Background report prepared for the OECD Thematic Review of Early Childhood Education and Care Policy. Finland was one of eleven countries that volunteered to participate. The other participants were Austria, Belgium, the Czech Republic, Denmark, Italy, the Netherlands, Norway, Portugal, Sweden, the United Kingdom and the USA.


The research included 162 decisions about taking 267 children into care. The research showed that there was no single cause or reason for children being taken into care, and in most cases, the problems the families had were cumulative. One clearly discernible problem group who neglected their children were individuals who abused alcohol.


A report on the economic, political, social and cultural changes that affect the lives of families with children.


The term ‘social exclusion’ is used so loosely in such a variety of contexts and as an umbrella term for all kinds of manifestations of ill-being, that it will soon be devoid of any real meaning. It has, in recent European debate, been used to denote persons suffering from poverty, marginalisation and an inability to make use of their legal rights. In five articles, different aspects of social exclusion among children and young people are highlighted.

Family services


A report detailing the current legislation and accounts of people’s experiences of family consultation. Clients involved share their experiences.

Taskinen, Sirpa. 2001. *Lapsen etu erotilanteissa* [Identifying a child’s interest in divorce cases]. Stakes.

A handbook for social workers with suggestions and examples of treating children and parents in divorce cases.


The book describes the distribution of welfare to Finnish families with children in the 1990s. The overall purpose is to evaluate how well family policy has succeeded in delivering welfare for families with children.

Frail elderly, nursing homes, long-term care


Report on recommendations for a national framework for high-quality care for older people. The report contains relevant research and statistical information, which aids decision-makers and other actors in planning and evaluation. Anticipation and assessment of service needs, planning of the service structure and staffing levels are discussed in depth. The thread running through this report, is the notion that support for older people’s independent living, is a common goal shared by all sectors and stakeholders.


The primary aim of this study was to analyse work in care for the elderly from different theoretical perspectives. The major emphasis was on the well being of workers, but a broader understanding was gained from research, in relation to cognitive and cultural perspectives. Using a survey questionnaire to interview employees, and based on measurements of patients’ functional abilities, the study revealed clear relationships between job design, psychological stress, job satisfaction and musculoskeletal symptoms.


The origins of this book were the comparative European research project for the European Commission on social protection for dependency in old age. The book is intended as an introduction to the social protection available for the elderly in Finland. The report:

− presents the Finnish context for elderly policy, with a focus on legislation, programmes and recommendations,
− offers (an insight into the social protection system for the elderly through) a description of the income transfer systems and health and social care services; and
− contrasts this empirically based information with the current debate on the future of social protection for the elderly in Finland.
Health care related social services, convalescence and rehabilitation

An organisational handbook for social and health services.

A report concerning practical solutions in developing integration between staff and clients.

Winell, Klas & Tomi Ståhl 1998. Kuntalaisen kontoutuspalvelut. [Rehabilitation services in municipalities]
Case studies from three municipalities of all the rehabilitation services offered.

Handicapped

Saraste, Heini. 1999. What a wonderful life. STM
There are around 600 million disabled people in the world, living in different societies and in different cultures; this is their story. What all these people share in common is that they pull the strings of their own lives. The book describes people in different phases of life and realisation. Some of them are in the early stages of a life with a disability; others have a long career in disability activism. These people in different situations spell out one truth.

In the spring of 1996, an action plan was introduced, the aims of which were to examine the training, rehabilitation and retirement possibilities, and the demands of the long-term unemployed. According to the register of labour administration, 8.9% of all individuals in the target group were assessed as having disabilities; women more often than men. A tenth of the population with disabilities had learning disabilities or mental health problems and the others were physically disabled. Educational levels were lower within the disabled population, the period that they were unemployed was longer, and they had less work experience than others in the target group.

Homeless, the poor, poverty

An explanation of social accreditation and how it is organised in practice.

The extent of homelessness in Finland is approximately 10, 500 people, of which a great majority are single men, either divorced or unmarried. Half of them reside in the greater Helsinki area. Families with children are seldom homeless.

The number of homeless people living in shelters or in institutions due to lack of housing has decreased. Homeless young people do not usually seek shelters; they live with relatives or acquaintances.

Unemployed

A project called Hippu (Common benefits from innovations) was implemented in Finland between January 1999 and January 2001. The main objective was to promote the adoption and horizontal diffusion of new activation practices produced in local employment projects for long-term unemployment. The report describes the various stages of development work done in the project with local activation projects and the results of the final evaluation. In addition, the report discusses changes in welfare service expertise and the meaning of locality for the development of a new service.

The purpose of the research was to survey social exclusion in the municipality of Suomussalmi, with a particular focus on the long-term unemployed. The research produces an ‘examination frame for social exclusion’, which can be used for profiling different groups within the long-term unemployed.

Both individual and societal factors affect: long-term unemployment; employment of jobseekers with disabilities; and processes of social exclusion. Although welfare state measures solve issues with reference to the labour market and provide economic protection, they can also bring about differences in the general welfare of citizens. The relationships between changes in working life and the individual’s ways of coping are studied in this publication. Articles move from macro to micro-level. Each article deals with the relationship between working life and the individual coping mechanism.

Immigrants and refugees

Millions of people have been forced to leave their homes as refugees. A handbook about this global phenomenon from a Finnish point of view.
D Summary assessment of current debates in the field

Since the last annotated bibliography on Social Services in Europe (2000), there have been two strong trends that have emerged within the literature in the field in Finland.

The trend towards the measurement of the impact of social legislation and reform has become pronounced. A substantial amount of research resources have been put into evaluation of the quality and impact of different methods, work processes and outcomes. This new trend has brought new research approaches into focus. Traditional quantitative research methods have been replaced by qualitative methods, often in-depth-interviews with clients, employees and experts.

The second trend has brought issues to the EU-level with a lot of comparative studies with other European countries. Although legislation in the field has remained almost unchanged, after Finland became a member of the European Union, knowledge of situations in other Western European countries has shown remarkable growth.

France

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and Edith Buser
Laboratoire d’Économie et de Gestion des Organisations de la Santé (LEGOS), Paris

A Synopsis of Social Service System

In France, social welfare services are known as ‘aide sociale’. This term refers to social assistance ‘in cash’ or ‘in-kind’ outside the public social security scheme.

Social services are provided for families, the elderly, people with disabilities and people who are ‘excluded’ from society. It is a complex system, from the point of view, of benefits granted, services available, financing bodies and methods of financing, not to mention the heterogeneity of beneficiaries. Benefits may include hygiene care, personal assistance (e.g., meals on wheels, transport etc.), and the improvement and maintenance of accommodation among other things.

Social services may involve provision of services in kind or financial aid, which may be used according to the wishes of the user. Services may be provided by the public sector, the private sector or the local community. Beneficiaries of services may either have a direct financial relationship with the individuals who provide the service such as with the nurse or the home help, or they may benefit from services, without having to manage their relationship with service providers themselves. There are many financing bodies: the state, regional authorities and local authorities, “Départements” and voluntary or charitable organisations. Methods of financing are extremely varied. Legislation and regulations proliferate, which results in the existence of many decision-makers.

The complexity of this system is the result of positive expansion in welfare since 1945, which were based on private initiatives. Progressively the state, local authorities and health insurance offices have taken over from such private initiatives and perpetuated the system. Whilst the 1960’s saw the development of a whole range of policies for the elderly, in the 1980’s and 1990’s key policies were developed for fighting social exclusion. This complexity can be explained in part by the way in which social services have grown. In asserting the need for universal care for people, services have been set up by successive strata. New services, a new category of social workers and new regulations have been added to existing ones without any revision to the existing system. Institutional turmoil, which has characterised the history of social ministries since 1948, together with the policy of decentralisation are additional explanations for the complexity of the health and social service system.

In 2000, the total size of the social welfare economy including social security was Euros 400 billion (Comptes de la protection sociale, DREES, 2000). It had
an annual growth rate which exceeded the European average. Of this, social services accounted for 10%. The social service system is characterised by a strong interdependence between public agencies and non-profit organisations. This is evident in the division of responsibility for specific social services, in relation to service provision and financing. National social policy primarily targets compulsory insurance and income redistribution, while municipal level social policy targets community level aid and complements national aid.

Whilst government provision of ‘in-kind’ services are mainly in the form of residential facilities for the elderly, local government increasingly finances non-profit organisations to provide in-kind services to all social service categories. This includes home care services for the elderly, their follow-up care, and the development of responses to newly identified social needs.

In contrast, the non-profit sector dominates social services provision and employment. In 1990 non-profit organisations providing personal social services, received 60% of their financing from public resources, 35% from private earnings (i.e., dues, fees, investments), and 4.8% from private donations. Holding a quasi-monopolistic position, the non-profit sector delivers services to people with disabilities, people who abuse substances and vulnerable children. Together with 55% of all residential care facilities, it caters to approximately 800,000 individuals. Non-profit social organisations are also an important source of employment, not only because of decentralisation, but also because of the employment situation.

Share of public agencies, nonprofit organisations and other private organisations in the delivery of personal services in France, 1990

<table>
<thead>
<tr>
<th>Type of service/target group</th>
<th>Characteristics</th>
<th>Share of service provision by provider</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Public agencies</td>
</tr>
<tr>
<td>The disabled</td>
<td>Establishments Employment</td>
<td>8.1%</td>
</tr>
<tr>
<td>Protection of children</td>
<td>Establishments Employment</td>
<td>14.3%</td>
</tr>
<tr>
<td>Adults in social difficulty</td>
<td>Establishments Employment</td>
<td>11.3%</td>
</tr>
<tr>
<td>Homes for the elderly</td>
<td>Beds provided Employment</td>
<td>58.0%</td>
</tr>
<tr>
<td>Child day care</td>
<td>Establishments</td>
<td>60%</td>
</tr>
<tr>
<td>Housekeeping services</td>
<td>Establishments</td>
<td>30%</td>
</tr>
<tr>
<td>Home care services</td>
<td>Beds provided</td>
<td>70%</td>
</tr>
<tr>
<td>Family home help</td>
<td>Services provided</td>
<td>96%</td>
</tr>
</tbody>
</table>

Source: SESI, UNIOPPS

B Annotated Bibliography on Social Services in France

1. Comprehensive works, overview volumes, classics on social services and the welfare system


Archambault presents the findings of the Johns Hopkins comparative non-profit sector project, which reveal that non-profit organisations have become one of the clearest expressions of social and cultural change, in France. Archambault argues that non-profit organisations have a unique ability to unite private initiative and public concern, thereby becoming the flexible partners in the delivery of modern social policies. She presents their history from the Middle Ages to the present day, describing the institutionalisation of freedom of association and non-profit legal status. She offers empirical analysis, showing that despite its Jacobean tradition, the scope of the French non-profit sector is comparable to that of other European industrial countries, although its structure and financing are specific. She discusses recent trends in the major sub-sector of social services, and explores government policy in the field. In conclusion, Archambault argues that, in France, as in other western democracies, the state is losing its monopoly as the embodiment of public good.


Firstly, this document provides an historical overview, showing the evolution of the social welfare system. It is very important to have this background, as it is a necessary prerequisite for us to understand the challenges of today. This is followed by commentary on the organisation of national health and welfare services, child welfare systems and partners involved in child protection and general social assistance including their broad characteristics and the different, constantly evolving types of services. Finally, the document considers health assistance reform, the promised replacement of the “special dependence grant” (prestation spécifique dépendance) by the “personalised independence allowance” (allocation personnalisée d’autonomie), and the redefinition of objectives for accommodation and social rehabilitation centres.


Celebrating the centenary of the 1901 Act, which granted freedom of association in France, and the rapid growth of non-profit organisations – particularly in health and social service fields – over the past few decades, this edited collection looks closely at the French non-profit sector, from a multidisciplinary perspective. In their position between the state and the market, non-profit organisations need to enhance their solidarity and the specificity of their roles. This collection attempts to address the following questions: how to measure non-profits’ social utility and reinforce givers’ trust; what kind of involvement and follow-up should beneficiaries have; how volunteers should be trained; and is stakeholder-governance possible. Melding theoretical reflection, empirical research and case studies, this book highlights the dynamism of participative democracy, as an alternative to representative democracy.
2. Supply and demand of social services


Social work is currently passing through a turbulent period, given changes in the social sector and the appearance of ‘new professions’, whose areas of competence remain somewhat uncertain. Today, more than ever, those working in social welfare require a clearer definition of the frame of reference for their skills, so that they may consolidate their identity and know-how for the service of users. This document follows on from the work of the symposium on “What type of social work for the 21st century? Employees, qualifications, democracy” which was held in September 2000. It compares the standpoints of professionals in the field, including employers, trades unions, training personnel and university academics.


As a replacement for traditional types of solidarity, the development of the Welfare State in European countries has sometimes given the impression that it alone can assume all the functions of society, with respect to protecting its inhabitants. This is an illusion, which masks the continuing existence of other sources of solidarity. It is therefore preferable to use the term ‘welfare pluralism’ when recognising the role played alongside the state, not only by regional authorities and social organisations, but also by not-for-profit associations, mutual funds, sometimes companies and, above all, families.


This article studies the impact of the social environment and the increasing vulnerability of certain sectors of the population, who benefit from the activities of not-for-profit organisations. It also discusses those who implement these actions, and the type of work carried out by the non-profit sector. It considers the changes brought about by modifications to public financing strategies, which now place less emphasis upon structures (thus harming the stabilisation of employment within them) and more upon ‘beneficiaries’ (via personalised, status-related aid) or jobs in the organisation itself.


Social work was born and developed during the years of economic growth. What is the situation today, in these times of uncertainty and mass poverty? This sector has seen profound changes, in relation both to working conditions and the type of people working in this field. Social workers are therefore being confronted by a new clientele, they need to react to emergency situations and face up to a lack of jobs appropriate for social rehabilitation. This is the new context that the author asks us to examine.

3. Definition, forms and types of social services


In this comprehensive volume, social action is explained in 220 key words, which express the essential meaning and at times the ambiguity of the most frequently used terms in the field. This work provides a basic reference tool for professional social workers, researchers and students.


In this article, the authors are seeking to identify the principal determinants of, and measure disparities in, social welfare between different administrative “départements” (local authorities), since these services became their responsibility, after decentralisation. This was achieved by analysing, in 1997, how the different sectors of social welfare were made up, and the economic, social and demographic situation, faced by mainland French “departments”. Having first of all presented the principal indicators on how social welfare is distributed, the article distinguishes eight specific social welfare groups in departments (local authorities).


Afchain studies the mission, strategy and organisation of social action associations or non-profit social service organisations. He proposes tools of analysis, which would reveal their role, which is neither reducible to the logic of the market,
4. Organisational aspects, forms and auspices of provider


This is a report on the activities of the 19th meeting of the Social Economy Association, which was held in Paris on September 9th and 10th 1999. Organised around several major themes its’ two volumes contain all the contributions made at this meeting. Economic analysis of these organisations throws light on the behaviour of those managing them, and the regulatory collective context in which they are active. In particular, and in the context of developments in social policy, it is noteworthy that there are numerous combined efforts, which involve organisations from the social economy field, public authorities and the commercial sector.


Laville and Nyssens, review the role of third sector organisations in relation to ‘proximity services’ (local or neighbourhood social services), in France and Belgium. Taking an economic sociology perspective, the authors analyse how the new wave of initiatives inside the third sector, can be seen as providing institutional responses to state and market failures, that arise from the trust-dependent and the quasi-collective attributes of these services. These initiatives are often called ‘solidarity based third sector organisations’, a concept defined in this paper. A central assumption of the analysis is that the political context in which these services are delivered is especially important, particularly as reflected in the changing regulatory role of the state.

Lhuillier, Jean-Marc. 2000. La responsabilité civile, administrative et pénale des établissements et services sociaux et médico-sociaux. [Civil, administrative and criminal responsibility in social and medical services and institutions] Rennes: Ed. Ecole Nationale de la Santé Publique (ENSP).

This publication discusses the continuing development of responsibility among professionals in the social sector. Lhuillier provides detailed analysis of the ways of designating responsibility, the conditions of their use and the foundations of these rules. This edition takes into account the latest evolution in civil and administrative jurisprudence, which are not unfavourable to social workers. The author gives considerable attention to penal responsibility, in particular, as an injury to a service user can lead to the criminal conviction of a social worker. He comments on the law of 10th July 2000 relating to non-intentional offences, which are redefined less severely and should limit the responsibility of directors and personnel in social services organisations. As in the previous edition, the author examines situations affecting different populations: infants, children, the elderly and adults with disabilities.


The aim of this document is to review social and health care actions, which are based in particular on the theoretical principles, which guide them, and the political and sociological disciplines, which govern their evolution. In response to a growing need for information and knowledge by students, researchers and professionals, this work proposes a detailed and wide-ranging description of the legal context.

5. Social service financing


The social welfare budget is a satellite of the national budget. In this respect, the social welfare budget describes the entire social security system and places it within the context of general macro-economic equilibrium. In addition to presenting information in relation to annual flows of social security income and expenditure, it also provides a detailed analysis of welfare services made available. The study is organised around four sections: the role of social expenditure in the national economy; the social welfare accounts for 2000; the provision of social welfare services; and the funding of social welfare.


Based on studies conducted by the Social Economics Laboratory, this text presents, in two parts, the principal economic aspects of French not-for-profit organisations. Drawing on the Johns Hopkins programme for international comparison in the not-for-profit sector, the first part describes the economic importance and resources of these organisations. Based on a survey of the activities of different associations, the second part underlines fact that this sector is publicly funded.
6. Staff and volunteers


Ridder observes that in newer areas of social service activity such as ‘insertion’ (i.e., social integration) and mediation, employment of potential staff is increasingly following a model, which tends to value individual aptitude, a variety of professional experience and conformity to organisational objectives, rather than the professional qualifications. As activities in traditional social service sector widen to other areas, such as accommodation and home help, he asks whether the skills management model will increasingly overtake the ‘qualification model’. Ridder warns that with two different employment models, the social professions may be in danger of diverging into various sub-sectors, with different operational logic. He suggests that the professionalism of social workers must rise above any potential antagonism between them, which may ensue.


This document forms part of a series of studies, carried out by a CNRS Joint Research Unit, on changes in the organisational and functioning methods of voluntary groups. Because of tensions arising between two models of involvement (affiliated and independent), new relationships are emerging between individuals, public assets and the political sphere.

7. Clients, users and consumer issues


In this article, the author responds to a series of questions about the dynamics between social action and client evaluation and presents a psycho-social approach to dealing with difficulties arising from them. Djaoui discusses the complexity of dimensions which social workers must take into account when evaluating clients, such as perceptions of the person, measures of the effects of intervention on the client, and the image which social workers themselves wish to present to other partners.


In order to design coherent and productive welfare services, social services and medical services, it is necessary to have knowledge about the rights of users. Based on their experience of institutional practices, the authors propose a precise and well-argued articulation of user rights. Particular emphasis is placed on the role of the governing board of an organisation, within which it is possible to change mental outlook and practices. Numerous organisational methods are also analysed – institution-based and individual projects enabling admissions and orientation,
disciplinary procedures, hierarchical relationships and the like. Proposals in relation to evaluation tools and project development are also made in the Annex. This book places the rights of users in a legal context – which have formed the backbone of human rights – and invites all professionals in the social work field to adopt a more global vision of social relationships in the context of democracy.


Social work still remains the subject of contradictory views. Often called into question for practices, which were at one time deemed impregnated with ideology and are now obsolete or at the very least inappropriate, social work has nevertheless survived. This is astonishing given the number of times its imminent death has been announced. Perhaps consideration should be given to its functions as an institution beyond its organisational boundaries, or the context of crisis, which seems to form an integral part of its makeup. In this respect, the study of relationships in the context of aid, as a fundamental characteristic of social work, may provide a means of understanding both the persistence of the need for social work (and the links it forges between deviance and “otherness”), and also how practitioners’ beliefs, are constantly renewed and restored through their daily activities. This commits them to their task.

8. Efficiency, effectiveness and equity of social service provision and financing


This document discusses evaluation of the quality of social welfare actions and the effects they try to induce. It proposes that evaluation should be centred around an institutional project and its objectives, and based on participation and discussion.


Persistent ‘cultural’ resistance characterises the healthcare, social and medico-social sectors. Professionals in these areas often encounter problems in attaining successful management skills, in the context of their activities and specialisation. This serves as a brake upon the inevitable development of professionalism. This book demonstrates that there is a real advantage for those who aspire to enhance the image of their professions, as current changes should permit an improvement in both the services they offer and the quality of their working conditions. A proactive socio-economic approach seems to be proposed. However, certain conditions are necessary to transform these new constraints into opportunities: the transfer of management methods; appropriation by the organisation of a process of change; leadership from managers and the example of executives. Decentralised and synchronised project management will become a reality in a setting of increased responsibility and stimulating working conditions.


This work considers indicators that are most relevant to evaluating social action and social work. It also examines issues in relation to fear by social workers – who often quite legitimately consider evaluation as a form of control and are concerned that it will only provide a partial picture of their activities. Nonetheless, it is essential for social workers to become more involved in the evaluation process, so that they will be better able to assume their responsibilities and understand the theory underlying their practices. This will ensure that they remain aware of the ethical and professional principles, which govern their activities.


The aim of this publication is to explain the importance of economics to social welfare and social action. However, due to the specificities of this sector, developing such an analysis is a difficult task. First, the product has to be defined. Second, efficiency evaluation is problematic. On the other hand, what is clear, is that the sole criterion of minimising costs is insufficient.

9. Patterns of relations among providers


The pursuit of decentralisation in France remains the subject of frequent discussion. In the name of modernity, increasingly there are more or less informed arguments calling this principle into question. Reasons put forward include the following. A lack of an appropriate electoral system, the limited attention the system pays to urban problems and the uneven care provided for those benefiting from social welfare.


Ullman explores the growing role of non-profit organisations in the provision of social services in France over the past few decades. She contends that rather than being simply an outcome of a fiscal crisis of the welfare state, non-profits’ growing role can also be explained by the welfare state’s «crisis of methods, of competence, and of definition». Her study describes the political and ideological origins of the initiatives that led to the new roles of non-profit organisations, as principally motivated by a desire to in fact increase state capacity to achieve progressive social goals.


For several years now, more or less formalised proposals have been put forward in favour of co-ordinating structures or networks, to benefit ‘target populations’, defined by a variety of characteristics (e.g., diseases such as diabetes or AIDS,
10. Innovation and changes


At a time when the ‘civilisation of work’ seemed to be permanent, under the hegemony of salaried employment, with the guarantee of a Welfare State, the edifice started to develop cracks, and saw the resurgence of the old and popular obsession with ‘living from hand to mouth’. The future is now viewed as an unpredictable event. This resulted in a deterioration of social protection and the increasing vulnerability of social status. The shock wave produced by the decline of a salaried society has affected the entire social structure and profoundly undermined it. Which resources can therefore be mobilised to face up to this haemorrhage and save the victims of this decline?


Demoustier discusses the various structures and measures used to promote integration into the labour market in France. He describes the history and growing role of non-profit organisations as well as various other forms of enterprise together with the difficulties and successes they face, in promoting the right to work. This chapter comprises part of a nine-country study, which demonstrates that economic, or employment integration is largely the work of the new generation of associations and co-operatives, which can be considered an expression of a new social economy. The book concludes with reflections and hypothesis on the future of economic integration.


In this volume, Rosanvallon shows that a fundamental practical and philosophical justification for traditional welfare policies – that all citizens share equal risk – has been undermined by social and intellectual change. He begins by tracing the history of the welfare state and its founding premise that social risk is equally distributed and predictable. He then shows that due to economic diversification, some individuals in fact face greater risk than others. He argues that if the goals of social solidarity and civic equality are to be achieved, social programmes must be radically rethought. In particular – they need to be more narrowly targeted. Rosanvallon draws international examples, focusing particularly on France and the United States to show how social programmes could better reflect individual needs.


Growth is back, and levels of unemployment are likely to fall. But these changes will not (or will only slightly) affect those belonging to the ‘hard core’. In any case, the nature of salaried employment has profoundly changed since the end of the Golden Age (the first thirty years after the Second World War). Increasingly flexible, precarious, temporary or part-time, the old standards of the Welfare State based on full-time, stable and salaried employment, can no longer be applied to the jobs, which are available today. Hence there are growing inconsistencies in our social welfare system, precariously balanced between the standards of yesterday and the pressures of today. What should we save at any price from amongst the established privileges accumulated, and what should be conceded to modern thinking? If we refuse a rise in the number of those excluded from society and in ‘poor workers’, and if we wish to preserve a social model adapted to European humanism, this is the most important and urgent question we need to address. This work constitutes a summary of the report submitted by Mr. Bélorgey to the French Prime Minister.

11. European Union and globalisation issues


Having passed through a crisis period, the European Welfare States have entered an era of reform and change. Although no single, European social model exists, but rather a series of different social protection regimes (described in this document), they all face the same challenges: the fight against unemployment and poverty, changes in the structure of employment, a lengthening of life-span and changes to family structures. The authors analyse the different European responses to these problems. Contributions to solving these problems come from different European countries, and are always compared with the situation in France. This provides a fresh look at the social debate which is always topical in French society.


“Social Europe exists, less than it should, of course, but more than one might think. But it is difficult to grasp and nebulous, as it takes numerous, dispersed forms which are difficult to understand. The great merit of this work by Annick Mallet and Marie-Cécile Milliat, alongside its informative content, is that it provides a global map to help us to understand disparate elements with complex links within European systems. Nothing is more necessary today than to provide apposite tools for economic and social actors, trades unions, associations and social workers, who are working in the front line against injustice and exclusion” (Extract from the Preface by J.B. de Foucauld).

12. Bureaucratization and/or commercialisation problems


Dutrenit discusses the numbers of people with qualifications who remain unemployed whilst those without professional qualifications are rapidly gaining employment. He describes ‘social competence’ as the most important group of qualities, which makes the difference between gaining employment and becoming
unemployed. Social work has succeeded in developing this type of competence in residential services for clients. Based on an interactionist perspective, Dutrenit provides a definition of social competence as well as ways of developing it.


The author describes the transformation of social work, which in the 1970s valued social qualities in its agents. Given that the professional body of social work has become fractured, in taking a socio-historical approach, this book shows that there have been (a) a progressive re-composition of professional competence in this field; and (b) efforts of different professional actors to preserve their professionalism and strategies of legitimation.


What entrepreneurial policies should social welfare associations undertake? The current social and economic climate calls into question the relevance and efficacy of their tools, methods, development strategies and management styles. Participants: M.O. Bruneau, D. Claudet, B. Erme, M. Godet, M. Lyazid, H. Noguès, J. Roman, R. Sue.

13. Comparative, cross-national issues


This work is a summary of the minutes of the Intergovernmental Conference held on October 16th and 17th 2000, which brought together representatives from all Member States in the Union, experts and a variety of representatives from not-for-profit organisations.


In 1997-1998, the Higher Institute of Labour Studies (HIVA Katholieke Universiteit Leuven) conducted an international comparative study on social protection arrangements in 15 member states of the EU and Norway, for the Commission of the European Communities and the Belgian Government. The study provides an up-to-date and extensive overview of the systems of social protection of the elderly in the different states. In addition, the internal consistency, and compensating or cumulative effects of the complete set of protection arrangements, on the situation of specific categories of dependent elderly people are illustrated. Much attention is given to a comparative analysis of the residential, semi-residential and community services for the elderly. The study is rounded off with a discussion of the present debate on policy reform of the (social) protection system for dependent elderly people. Particular attention is focused on the discussion of the long-term insurance.


This publication by the OECD on the growing problem of social exclusion contains country reports by France, Canada, Finland, Germany, the Netherlands, Spain, the UK and the USA. It discusses the problems facing young children, students and families at risk, as well as preventative, client-oriented, community-based approaches involving, above all, improved co-ordination of services.


The aim of this work, published by UNIOPSS with the support of the European Commission and the French Ministry of Employment and Solidarity, is to present the current state of the debate on questions linked to poverty and social exclusion. After an introductory chapter on the different theoretical and legal approaches to social exclusion in Europe, the work goes on to consider the following. Different protection systems which exist, and the political strategies adopted by each Member State; identification of different actors in the fight against poverty and exclusion; and definition of conditions of access to fundamental rights (work, accommodation, healthcare, subsistence grants, education, culture and leisure). Finally, it explains the major European mechanisms applied in terms of social policy.

14. Current trends and policy issues


After considering various factors contributing to welfare state crisis, Enjolras examines the role that the social-economy sector can play in compensating for the welfare state’s inability to respond to new and differentiated social needs. Taking the case of services for the elderly, he discusses how the increasingly ‘mixed’ economy of social service providers arises in two groups of countries. Those in which the market has created pluralisation and is developing regulation based on competition among both profit and non-profit providers (e.g., France, Britain, Spain and Canada – Québec), and those in which a new form of subsidiarity is emerging in partnerships between the state and non-profit organisations (e.g., Italy and Belgium). Enjolras argues that for the non-profit sector to play its role fully in these transformations, it must have both public support and room for initiative.


This edited collection considers the profound transformation of public politics in the social domain. Contributors discuss a series of themes.1. The crumbling of
the ‘salaried society’ and increasing vulnerability. 2. The forces that shape social choices. 3. The accelerated evolution of social services and the development of new demands and needs. 4. The impact of new models of working, though comparatively examining France, other European countries and North America.


This collection addresses the absence of effective programmes to combat unemployment, social exclusion, the crisis of growth, violence and isolation – all significant issues in society today. It discusses the urgency of taking appropriate measures and developing a new approach to the social economy and politics.


Under the pressure of the ‘events’ which affected Western economies after the first oil crisis, many thought that the concept of a Welfare State had become incompatible with economic growth or full employment. New liberal thinking suggests that the way towards growth, employment and prosperity lies in flexibility and deregulation. The degree of social protection provided by regulating the labour market and social transfers may contribute to limiting market adjustments, in a context where unemployment is high, because of the rigidities it generates. Contrary to this new liberal view, this book shows that ‘the great contradiction’ between social protection and economic performance is not an unmovable characteristic of post-industrial economies, and puts forward an economic theory of solidarity.


Based on the answers given by 140 recognised specialists, this work attempts to draw up an inventory of questions raised by the current functioning of different social protection systems (e.g., health, employment, family, exclusion) and highlights opportunities for necessary adjustments. As an example, the authors raise the question – why a country, which spends nearly 457 billion Euros on the social protection of its citizens, cannot find the 3 or 4 billion Euros necessary, to fund a decent allowance for elderly people who are at risk of losing their independence.

C Special fields

Child and Youth Welfare


This issue discusses a summary of the survey conducted by the DREES (Statistical Research, Studies and Evaluation Division) which, for 1999, described the different types of organisation and the choices made by administrative départements, with respect to child welfare.


This edition on social services for children includes a discussion of recent measures of the penal code in relation to the prevention of sexual crimes, the protection of minors, and directives concerning adoption, in particular international adoptions. The discussion and analysis addresses the following issues – the responsibility of services and of social service personnel – thus it is useful for social workers. It is also helpful for social service users, whose rights are discussed.


In the fourth edition of this book, Verdier analyses the legislation, ideology and practice of social services for children. The book offers a thorough overview, ending with a chapter on the rights of children.


Two articles are of note. The first is by Jane Jenson, “Policies affecting children: a new aspect of citizenship”, and the other by Kirsten Scheiwe, “Child care and related inequalities. Institutional configurations in a European comparison.”

Family services


When compared with family policies applied in neighbouring countries, the one applied in France is one of the most explicit. As it has since the 1920s the French family policy is concerned with all families (even those without resources). Its golden age ran from the end of the 1930s until the 1970s. Today, this orientation is called into question; political consensus is weakening, and there is debate about the efficiency and validity of family solidarity, which is deemed too horizontal. Why, in our country, has family policy taken this course? What is the origin of family movements and our specialised institutions? What are the relationships between family allowances and salaries? In a context of solidarity, how should we organise help, services, facilities and a whole range of grants for families? To consider these questions, and with the support of the Cedias, Unaf and the Public Policy Analytical Group, a seminar of experts met during the autumn of 1998, followed by a symposium involving researchers and actors in the field of family support, which took place in April, 1999. This document is the result of these different discussions.


By adopting a view, diametrically opposite to one that is normally accepted, Jacques Commaille and Claude Martin propose that the family should be considered as the central factor in political life. The family is used as an instrument of legitimacy and undoubtedly manipulated, notably to serve political interests. It also reflects an existing political order, in terms of the relationships we see between its members. Although there is now talk of the democratisation of family life, this is still not very widespread because of prevailing social inequalities, including those
that persist between men and women. In that setting, and beyond the accepted cleavages regarding ‘family policies’, it is these inequalities which must be placed at the centre of political debate to ensure democracy in its fullest sense.

The elderly, nursing homes, long-term care


In order to understand the social welfare needs of the elderly, these authors take into account relations of dependence, or the structure of aid. The study and approach which Marie-Eve Joël and Claude Martin present goes beyond the general tendency to focus only on the level of disability or incapacity of the elderly, when evaluating their needs.


To provide the clearest possible vision of the highly disparate system of social protection aimed at the elderly, this work successively analyses the following. Its demographic constraints, breakdown of income, organisation of care, social and medico-social aspects and the origin of the special dependence allowance. It finally reviews the prospects for change to the pensions system, in the light of the twin phenomena of ageing of the population and earlier retirement.


Institutions occupy a central position in the social context of the dependent elderly. But this must not mask the perhaps even more fundamental importance of our image of society, which is very closely linked. The situations in which the problem of dependence occurs is well illustrated by a description of the recent history of institutions looking after the elderly.


This document, compiled by multi-disciplinary teams working at the Federated Research Institute, on ‘Health, Ageing and Society’, contributes to our understanding of the research problems raised by studying ageing and the elderly. It discusses their relationship with health (good or poor), social practices and the public policies, which attempt to provide responses to the problems they generate. In this respect, it will be of interest to researchers, decision-makers and practitioners involved in different areas of public health and in defining and implementing medical-social policies for the elderly.


Home assistance designates the range of functions, which make it possible for problem families, the elderly and people with disabilities to remain in their homes. Numerous professionals and services are currently involved in home assistance. Since the beginning of the 20th century, and more particularly during the years immediately after the Second World War, these services became more widespread and subject to constantly changing regulations. The recent introduction of the personalised independence allowance (APA) has encouraged more discussion about people who become vulnerable because of their family situation, disease, disability or age. This document, which aims to summarise the current situation, defines the professional boundaries of this area, which is seeing considerable development. It proposes to clarify the concepts, and describes the structures, systems and professions involved. Easy to read, the aim of this document is to be a useful and thought-provoking tool at the service of all those working the area of home assistance.

Health care related social services, convalescence and rehabilitation


This issue analyses the criteria that are applied to and the modes of management of hospital patients with HIV infection.


Disabled


This document calls into question the excessively rational and linear view held by some researchers, practitioners and decision-makers with respect to identifying needs and finding solutions in the fields of disability and ageing. These notions are unclear and ambiguous, and would benefit from research on actual situations and placing them in their historical context. The social policies implemented would benefit if better account were taken of such analyses. The flexibility between supply and demand allows users to maintain certain independence and should therefore be respected by managers and planners. Despite decentralisation, départements do not appear to constitute the best organisations to meet the need for planning and management in the medico-social sector. Although co-ordination is often a problem, successful experiments have been those which resulted from mobilising actors around a joint project.


This book constitutes an inventory of social inequalities in the health-care field. In the important areas of health and major disease, it provides precise information
and reveals facts which are too often misunderstood. It also endeavours to explain why these inequalities originate upstream in the healthcare system.


Stiker offers an historical and anthropological study of approaches to dealing with disability in society. From biblical origins to the law of 1975, the author discusses and sheds light on the problems of disability and social integration, which now constitutes an important priority for social action in France.


This document presents and analyses data relative to the number of children and adults attending specialised establishments funded by the disability budget.

Homeless, the poor, poverty


Set up in 1992, the CNLE provides advice to the Government on all questions relative to the fight against poverty and social exclusion, and ensures consensus between government authorities, not-for-profit associations, other organisations and qualified personnel. In addition to describing its principal activities between June 1999 and December 2000, the present report also puts forward a series of proposals concerning access to employment, health and accommodation.


This document raises the question of contributions to social welfare and the reduction of inequalities. Although the answers remain largely unclear, both from the philosophical and historical points of view, the current debate on the function of social welfare is far from closed. This is particularly so, in the context where the construction of Europe has privileged the free movement of workers and the equality of rights. Philosophy and political history have enabled the discussion of actions, which were initially the responsibility of social welfare. Economic, sociological and political developments have produced reforms, the effects of which may not always be predictable. In each of the fields – pensions, unemployment benefit, family policies and fiscal measures – questions are raised which will be of particular interest to authors, politicians, sociologists and economists.


This group, chaired by Jean-Michel Belorgey, has tried to answer the questions raised by current changes which have affected both the world of work (unemployment, precariousness of jobs) and the family, and which have also undermined our social welfare system.


Even though the term had sometimes been previously used during the early 1980s, the new mechanisms of ‘entry’ into the labour market appeared, was important and opened the way for a long list of simultaneous or successive measures: TUC, CES, CRA, CIE, CEC, youth jobs, etc. These new mechanisms do not respect previously established borders, between employment, training and welfare, and constitute new legal entities. Robert Lafore analyses the implications and challenges of these new contracts.


Entry into the work-place enabled by agencies and access enterprises, aims to provide people who are unemployed and encountering special social and professional problems with a means of benefiting from employment contracts. Despite its minor economic importance (less than 1% of expenditure on assisted jobs), this sector has given rise to both rejection reactions and high expectations. This is evident in the numerous regulatory texts devoted to it. This gap between reactions and expectations can be explained if we understand that this sector provides an opportunity for experimentation of new working conditions, alongside the classic ‘salaried employee’ in a legal context. Development of this sector towards an intermediate zone between salaried employment and no work, resulting in a problematic access to social security, has led the authors to question the paradoxical effects of employment policies and a social approach to unemployment. By legalising work contracts which maintain a weak link with social security, the legislator has opened the way to a type of employment status which, if it were to become generalised, would destabilise the entire salaried employment system, which is diametrically opposite to the objective.


‘People suffering from economic and social precariousness and well-known to social workers, experience social disqualification where they become conscious of the inferiority of their status. They know they are designated as ‘poor’, ‘social cases’ or ‘misfits’ in modern civilisation. Social disqualification is therefore, and above all, a test. This is not only because of low income or the lack of material benefits, but also because of the moral decline experienced, when a person is obliged to seek support from others and the welfare services, in order to obtain what he needs to survive under decent conditions’. Serge Paugam.

Unemployed


In this collaborative work, the authors examine whether there is anything unique to the French experience of unemployment, what its real scale is and what its consequences are.
France


Analysis of the economic, institutional and social characteristics of countries, which have succeeded in significantly reducing their levels of unemployment, or have never experienced mass unemployment, can be extremely informative. The authors analyse the respective roles of macro-economic policies, structural policies or institutions with such success. The report by Jean-Paul Fitoussi and Olivier Passet indicates that institutional variables do not appear to allow discrimination between ‘successful models’ and others. However, institutions seem to play a considerable role in determining the effect of macro-economic crises on unemployment. The report by Jacques Freyssinet emphasises the importance of social pacts in the four European countries, which markedly reduced their levels of unemployment during the 1990s – Denmark, Ireland, Norway and the Netherlands.

Immigrants and refugees


The traditions of immigration and integration in the three largest and oldest host countries in the European Union – France, Germany and the United Kingdom diverge in many ways. In addition, Southern European countries, and those in Central and Eastern Europe, which are preparing to join the EU, are now becoming targets for immigrants or transit. All measures aimed at harmonising different national regulations are compared between the 1985 Schengen Treaty, and the 2000 Nice Treaty, [including for instance Dublin (1990), Amsterdam (1997), Tampere, (1999)]. In this document there is a comparative analysis of national and European regulations in relation to the control of flows, entry and residence, regularisation, asylum rights and integration policies, with particular measures on family grouping and access to nationality. In addition, in this vade mecum of the newly mobile Europe, we are also shown a panorama of the situation in relation to immigrant and refugee populations in different countries.


How should we deal with a phenomenon as old as humanity – migration? This question never ceases to challenge our societies, because the liberal policies governing our planet have created conditions, which produce migratory flows. Successive regulations have, in fact, only served to shift the frontier between legal and illegal migrants, by rendering precarious an important section of the labour market, which responds to the demands of liberal economies. In recent months, declarations (particularly by the Employers’ Federation) in favour of a new call for immigration seem to contradict the entry into illegality of the 60,000 victims of the Chevènement circular. However, this is only an apparent contradiction. An economy will always need illegal workers, even when it is ready to employ ‘elite’ workers from other countries. This Note from the Copernic Foundation proposes to open the debate on the conditions for a truly legitimate state. The authors postulate the equality of rights, without consideration of nationality as a prerequisite for a new social contract between inhabitants of diverse origins. Although the law cannot decree fraternity, it must guarantee the conditions under which it is possible to live in harmony. Instead of a utilitarian view of immigration, the Copernic Foundation proposes progress towards equality of rights. This reversal will be a lever which will ‘restore what liberalism has turned upside-down’.

D. Summary assessment of current debates in the field

Government action in the field of health and social services is currently structured according to six main areas. These are as follows.

1. Home care, for as long as possible, for the elderly and for people with disabilities, in order to satisfy the personal wishes of these groups. To anticipate the increasing severity of disability and ageing and to avoid very cumbersome forms of accommodation. A change in social policy meant that the community preference for home care rather than institutionalisation was based for a long time on economic arguments. Such arguments are no longer currently used.

2. To enable women’s participation in the labour force – to work in good conditions for themselves and their children – especially since the female labour participation rate is between the age groups 25 and 54 increased from 50% in 1970 to approximately 80% in 1990. This led to the development of different forms of child care and financial assistance for families and to the creation of family jobs, or so-called proximity jobs through a system of public assistance, mainly exemptions (or reductions) from social security contributions or tax exemptions.

3. Reintegrate socially excluded people by offering them social jobs through integration contracts often proposed to person receiving the minimum guaranteed income created in 1988.

4. Decentralisation. Debates are just beginning to emerge concerning the question of distribution of responsibility between state and non-state providers, as well as social services.

5. Quality and provision of services. Increasing demand for social services raises important questions about the financing and quality of service provision in the future.

6. Europe. Also spanning previous issues are the continuing influence of EU membership and globalisation upon the system of social service provision, and questions of social citizenship and equity, or the very basis of welfare rights.
Germany

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A Synopsis of the Social Service System

In Germany there is no commonly accepted definition of social services. The following bibliography considers social services to be those delivered by professional and paid employees in social service occupations (formal social services) as well as those direct personal or customised services, delivered by volunteers. While the former refer to formal social services, the latter are within the realm of informal social service.

The historically developed framework of dual provision is the starting point for the understanding the social service system in Germany: public sector and private non-profit providers are both engaged in social service delivery, typically working closely together in addressing social needs of all kinds. The concept of subsidiarity supports the idea that private providers have an important role to play in the provision of social services. Within this system of subsidiarity, the state protects and supports the role of private, non-profit providers, particularly the large networks of so called “free welfare organisations”: The Catholic Caritas, the Protestant Diakonische Werk, the Parity Association, the German Red Cross, The Worker’s Welfare Organization and the Jewish Welfare Organization.

In the past, these organizations enjoyed considerable financial support from the state. However, under the pressure of market liberalisation they are increasingly focusing on revenue generating activities, and are in the process of far-reaching reorganization. The landscape of providers has changed significantly in recent years thanks to smaller organisations, independent unions, projects and initiatives as well as the entry of private commercial providers in selected health and social care markets. This has led to an increase in competition and new bidding and contracting systems. The public sector acts increasingly as guarantors and financiers by formulating objectives, conditions and standards, while actual social provision is generally carried out by non-profit and commercial providers. This change necessarily involves complex negotiating processes about quality standards summarised by the key terms of “quality of management” or “quality control.”

This change in the system of financing and delivering social services has far-reaching consequences, and their implications are discussed controversially. In particular, the relevance of social policy objectives and social equity-orientated guidelines in service provision are key policy issues.

Next to its dual system, the Federal structure of social service financing is a second fundamental principle of the social service system in Germany. The role of the Federal parliament is notably weaker than that of individual states, and indeed the municipal and county levels. Personal services and their financing are ratiﬁed on the communal level. This is shown in exemplary fashion in the means for financing of aid for children and youth, which equals 2.2% of the country’s social budget. Finances for these are provided by local providers (65%), while the states contribute one-third of the finances (34%) and the Federal government just 1%. Financing of personal services is largely devolved to local levels, with significant implications for local tax policies.

In Germany, the number of employees in social services has increased in recent years. As a result, social services have become a major factor in local employment markets. Approximately 320,000 public sector employees work in the social service field. Of these, 79% are employed at the municipal level, 20% are employed by the states, and only 1% by the Federal government. Commercial providers concentrate on a few selected areas, in particular in care of the elderly and people with disabilities. Approximately 70,000 employees work for commercial forprofit services. Welfare organisations are clearly the major provider of services. They employ about 780,000 people, or two thirds of all social service employees. Overall 66% of social service employees work for non-profit providers, 28% at public agencies, and 6% for commercial firms.

B Annotated Bibliography

1. Comprehensive works, Overview volumes, classics on social services and the welfare system


The authors of this leading collection of essays covering comprehensively all areas of social work, offer a succinct summary of central topics and issues. Several of its chapters address European and international issues as well.


An encyclopedia or lexicon that has become a major reference work for field-specific literature from the social sciences as it relates to social services and social work. It is published in a comprehensive new edition. Debates on the reform of the welfare state and of social security, as well as those on the future of popular involvement and of employment in the social provision, are analysed and drawn upon for a perspective on the European unification and development process.


This comprehensive handbook presents the foundations and the debates of social work in a systematic and structured fashion. Contributions address the history and theory of social work, areas of work and organisational structures, clients and users, personnel and professional aspects, legal issues, the education and training of social workers, among other topics.
The connections between developments in world markets, the strategies of key stakeholders and different “restructuring” and “change” concepts are presented. The backdrop of controversies over signs of a crumbling welfare state is highlighted and alternatives for German social policy are developed.


The contributions of this volume debate current Germany social policy, and analyse past social reforms, asking whether the German social state is ready to address future challenges.


This book details the sociological foundations of an analysis of social policy and the welfare state. The author has shaped this area of research significantly.

2. Supply and demand of social services


The authors refer to the positive employment dynamics that the emerging service economy has for economy and society in general. The authors criticize current developments in social service delivery as a radicalisation of a market-driven logic, which relates aspects of social equity and social justice increasingly to questions of international competitiveness.


Contributions discuss the possibilities offered to social services, through the emergence of a service based economy, in the context of a society still largely based on the industrial model. Growing demands for social services and structural changes are viewed as long-term factors increasing employment in Germany’s economy.


The social and political context of social work is described with reference to labour market developments, and the relationship between social work and the State. Contributions emphasize changes in professional education in the social work field, both in Germany and Europe, and explore the motivations among students for taking up social work. The book includes an up to date description of German institutes of higher education offering social work courses.

Steinebach, Christoph and Stöbener, Andre Paul. 2000: Soziale Dienste in Baden-Württemberg: Personalstand und –entwicklung. [Social services in Baden-
Württemberg: personnel and personnel development.] Sternenfels: Verlag Wissenschaft & Praxis.

Social change and the reduction of financial resources have led to new developments in the demand, and skills profile of, employees in the social service field. These developments imply new contents, themes and curricula-relevant areas for social work education. The report outlines the expectations of employers and employees, and the responsibilities schools of social work.

3. Definition, forms and types of social services


Rudolph Bauer examines the significance of various definitions of social services. Starting from the need for a unifying terminology, he develops a new system for understanding differences and commonalities among definitions. He differentiates between person-oriented services, social service provision, social services and the social service system. He explores the status of users, the role of innovation, and the quality of services provided. In the chapters "Service traditions and welfare cultures of Europe" and "Private providers of social services in Europe" the author describes the cultural uniqueness of each member state, in the area of social services, the role of the third sector, and current developments in the light of globalisation.


The book focuses on Social work as service provision. The contributions describe current developments in the context of management reform, reduction of bureaucracy, pressures to reduce costs under budget constraints, and the challenges posed by news risks.


The authors offer information on the social services and education in Germany, based on various statistical sources, including their own research.


The author examines the significance of different concepts for the management and formulation of current change in private welfare provision. He develops the notion of technical- and theory-based multi-perspective management.


Social services of public provision are described as an integral part of the communal administrative structure in the face of strong pressure to modernise. Intense discussion on the necessity for modernisation originates from a fundamental critique of the “Production methods of personal social services”. This contribution discusses the processes and attempts of modernisation of social services under the heading of organisational development.


The author analyses the structures and methods of communal youth and social work offices in the context of the sociology of public administration. He shows that in many fields that local, communal social policy has only further aggravated the situation of those already disadvantaged.

4. Organisational aspects, forms, ownership and auspices of the provider


Contract management and privatisation are current themes in controversial debates about effective and efficient social service provision. The authors, of this seminal book on privatisation in the social sector, investigate questions in relation to the meaning of increased market valuation and the consequences of administrative modernisation in social services delivery.


This international research project aims to map the contours of the non-profit sector in a broad cross-section of countries, including Germany. The authors describe the structure and social embeddedness of the Third Sector in Germany, in particular the situation in the new states of the former East Germany. International comparisons with France and the United States are offered, focusing on Voluntary workers engagement and donations. The study concludes with ideas concerning the theoretical embeddedness of the Non-profit organisations and the future of the Third Sector in Germany.

The authors describe the Third Sector in its significance as the institutional infrastructure of civil society.


The authors examine volunteer employment, employee training, the significance of co-operation, sponsorship and organisational development, educational assistance, youth work, education and family counselling.


The structural changes of the Youth Offices in Germany are analysed systematically and critically in this study. Criteria for a “good” organisation of public youth assistance are formulated.

5. Financing


This comprehensive and topical study presents and examines the foundations of social services and social service institutions in Germany.

Volkert, Jürgen and Eva/Maria Schick. 1999, Soziale Dienste und Umverteilung in Deutschland (Sozialpolitische Schriften 79). [Social services and redistribution in Germany.]. Berlin: Duncker & Humblot.

This study works in the context of the New Political Economy and describes factual effects of the redistribution of social policy measures. Significant deficits in the factual redistribution policy are, for example, non-systematic cost expansion, tax losses, and administrative inefficiencies.


The financing of social services and institutions of non-public providers rests largely on contributions from municipalities and regional authorities. However, these have been increasingly substituted by private-law contracts between the State and either non-profit or private providers. The contributions in this thematic issue explore the various aspects of contractual provision.


According to the author, the structure and capabilities of social services is largely dictated by its funding sources and structure. System change in the financing of social services and institutions has profound effects on the entire social work field. This article shows that such changes not only represent a new source of funding, but also entail far-reaching consequences for independent providers: strengthening functions of service provision and representation of socio legal interests, as well as the intensification of quality and rationalisation and deregulation of human resource development.


The article explores how new governance models of social administration based on budgeting, product prescription and standardisation of labour provision, enter into a conflicting relationship with aspects of the Social Code, Germany’s regulatory body in the social service and protection field.

6. Staff and Voluntary workers


The development and dynamics of personnel structures are presented in detailed fashion for the first time in this volume. Furthermore comprehensive analysis of the heterogeneous and changing labour laws is presented.


The authors describe the structure of voluntary activities in welfare organisations, youth organisations, sports clubs and similar fields. Also discussed are the modernisation strategies of voluntary engagement, and how these strategies are expressed through self-help initiatives, and volunteer agencies.


This book provides information on the German “Third Sector” and its significance as employer in the area of personal social service provision.


Voluntary activities enjoy increasing significance in debates about civil society. The authors of this collection elaborate on practical projects, and describe the political, legal and financial frameworks.


The Enquete-Commission of the German Bundestag: “Future of popular engagement” provides a comprehensive and systematic inventory of social participation in volunteering, including policy options.


In this paper, a plea is made for opening up public institutions to various forms of civic participation.


The authors describe professional understanding of social work and plead for professionalism informed by practical sensibilities.

7. Clients, users, and consumer issues, profiles


This article summarises the most important paradigms of social work. They include: (1) assistance to adaptive efforts during deflective behaviour; (2) the market-based model according to the neoliberal steering models of lean administration; (3) systemic efforts such as self-organisation and chaos theory, more flexible than the bureaucratic-mechanistic models; (4) networking social work through self-organising and the internet; and (5) the new paradigm of a “learning society”, as variant of the “constructivistic-communicative” model of action.


The precarious relation between educating, helping and controlling remains an issue, even when social work is outlined as a service function and clients as sovereign consumers.


The author distinguishes various discourse tendencies in socio-pedagogic discussion on person-oriented service provision. Sociological service provision debates of the 1980s and the economic service provision debates of the 90s are discussed. In the mid-1990s, Andreas Schaarschuch developed the concept of service-provision oriented social work. The central point was the productive user in his/her civic status. According to Galuske, the concept does pose questions about the professionalism of social work, under fundamentally changing conditions – socially vulnerable and divided society. However, he argues that the structural paradoxes of social work remain overlooked because they are unintentional consequences. Galuske makes a plea for critical awareness of the social dual mandate of social work.

8. Efficiency, Effectiveness an Equity of social service


The practical experiences in relation to the introduction of the concept of quality management in family-educational establishments are discussed in this book. The concept relies on the quality model of the European Foundation for Quality Management (E.F.Q.M.) and supplements it with elements of project management. A phase-oriented procedure is outlined with the assistance of practical guides and connections to project management.


This book offers proven and practice-developed employment aids for quality development and self-evaluation of youth work. Institutions of open youth work have developed concepts, formulated targets, described key processes for central activity situations and carried out self-evaluation.


In the future, social workers will have to balance economic and social expectations. Tight finances have to be deployed and re-organised to provide high-quality social work provision. In the context of the degree course of Social Management at the University of Applied Sciences Cologne, the authors provide suggest how cost effectiveness can be compatible with the social policy standards.


The authors describe the manifold opportunities of professionals supported by quality management. This requires a topical debate of the contents with the demands on social services for each subject matter individually. The authors perceive the microeconomic discourse and delineate a profession-driven concept of quality management in social work, which they demonstrate in exemplary fashion in various fields of activity.
9. Patterns of relations among Providers


The authors suggest that the system of social aid and health care should not only be shaped by market conditions, but also rendered more efficient and effective by inter-organisation collaboration, and interlocking of service providers.


This book presents practical examples of social service organisations with successful social management models and practices.

10. Innovation and change


The authors suggest that social service providers can face increasing customer demands and pressure of costs, by adopting quality management, and greater use of information technology.

11. European union and Globalisation issues


The authors describes the importance of the Amsterdam Treaty. With an increasingly market like structuring of the social sector, she sees the danger of the sovereignty of the nation states being eroded even further. However, it also becomes clear that the discussion is still wide open and part of a political negotiation process, in which both state and non-state players are involved at the European level, as well as the national and sub-national levels.


This is a collection of papers, of a scientific round table, of the “Observatory for development of social services in Europe”. Authors and titles of the papers mirror the debate. Rudolph Bauer: On services and service provision in welfare. On conceptual clarifications. Ruth Simsa: Civil society as hopeful solutions to societal problems? Micha Brumlik: Between democratisation and instrumentalisation of social engagement – how convincing are the alternatives to state-dominated social work? Antonin Wagner: Is there a typical European welfare state? Eckhart Pankoke: Welfare state, social security and social fundamental rights in Europe. Susanne Schunter-Kleemann: Between welfare and workfare – gender specific effects of European social and employment policy. Andrea Schaarsschuch: Social services in the “Service provision society”.


Report on an expert meeting with representatives of different European states, who discuss the following questions: Situation of social services in their nation, problem areas and thoughts on the future of social services in the framework of subsistence provision.


The impact of the European development in social work was discussed by experts from various countries, at this topical congress. The proceedings document the contributions of debates which include the following. Outlines of European social policy and European social law; En route to an intellectual society; European comparison of high-quality development and quality standards.


Effects of European contacts on degree courses and learning objectives of various European countries are examined, socio-political conditions in a social Europe described, and various inter-cultural approaches highlighted in this anthol-

The fundamental discussion of social work is divided on paradigmatic grounds into two camps: on the one hand approaches of the “subject-oriented social work” and “life-space oriented youth assistance” and on the other hand “orientation of service provision” and “systemic social work science”. Rauschenbach sees the origins for the powerful influence of the economic rhetoric and thought-process in the mastered socio-pedagogic expansion history of social work. The author presents a comprehensive international comparison of 22 OECD democracies, from the perspective of comparative welfare state research, with particular emphasis on developments in Germany, Australia, Sweden and the United States. It highlights what significantly shaped the socio-political developments, in the OECD group of states.


The authors describe Europe as a social and economic space in the context of the eastward expansion of the European Union. They focus on competition via economic integration, social segregation and identify problems and opportunities for social service providers.

12. Bureaucratisation and/or commercialisation problems


Papers in relation to two meetings of the German Society for Social Work on the themes of “economisation of the social state” and “the ethos of social work” can be found in this anthology. Meanwhile, whilst efficiency as control for welfare cost effectiveness is increasingly accepted, what is disputed is whether the quality of social service provision can indeed be improved, through cost-and-benefit relations. Even when advantages of a potential benefit-oriented taxation and rational service provision can be envisaged, there are still central demands aimed at social work, in view of an equitable distribution of limited resources.


The fundamental discussion of social work is divided on paradigmatic grounds into two camps: on the one hand approaches of the “subject-oriented social work” and “life-space oriented youth assistance” and on the other hand “orientation of service provision” and “systemic social work science”. Rauschenbach sees the origins for the powerful influence of the economic rhetoric and thought-process in the mastered socio-pedagogic expansion history of social work.


The author summarises in his work, current lines of argument in relation to debates on the theory of social work, and illustrates the professional concept. This concept is central to the argument for a new theoretical orientation between service provision and profession, market and morals, human being and client. The author fears that as a practical consequence, the foundation of social work-oriented professionalism is destroyed by the “service-provision argument”.

13. Comparative, cross-national issues

Bahle, Thomas and Astrid Pfenning. 2001. Angebotformen und Trägerstrukturen sozialer Dienste im europäischen Vergleich. [A European comparison of offers and providers of social services.] Arbeitspapiere / Mannheimer Zentrum für Europäische Sozialforschung, Nr. 34. [http://www.mzes.uni-mannheim.de]

Social services are a relatively new area of comparative research for the welfare state. On the one hand, comparable strategies are developed to cope with increasing demand, on the other hand, the organisation of services varies according to country. Major differences exist, for example in child minding for children under the age of two years. Pluralisation of provider structures accompany increasing scope for social service provision. Four types of European service provision regimes emerge from the analysis of forms and structure of social service provision.


This study analyses whether the process of globalisation has influenced socio-political development in Germany, Japan and the United States. Globalisation processes are filled in this volume, social scientists from western Europe and the United States examine the gender significance of structural changes in employment, volunteering, and labour market reforms.


In this volume, social scientists from western Europe and the United States examine the gender significance of structural changes in employment, volunteering, and labour market reforms.


The book compares initiatives to reduce youth unemployment in European countries. Institutional contradictions are discovered and a plea is made for integrated policies.

The structure and function of the welfare regimes of the various European countries are presented in this textbook. Different cases, fields and problems of social security are examined, while a close relationship to scientific analysis is followed-up by practical political aspects.

14. Current trends and Policy issues; predictions


An alternative state model, the “activating state”, is increasingly gaining in significance for the discussion about welfare state reform in counteracting neo-liberal and conservative criticism. At issue is not the withdrawal of the state as such, but the action it can take to increase individual responsibility. The authors describe the features of activating state, including policy implications.


In their contribution, Fabian Kessel and Hans-Uwe Otto pursue the question of to what extent the privatisation of social services, that has been seen since the 1980s, be regarded as a historically new phenomenon. They consider different models, and make a distinction between the privatisation process as change in the institutional setting of person-centric social services, and the dimensions of the required reshaping and reorganising of the privatisation programmes, as change in cultural hegemony.


Communal social work has set new challenges, following the administrative reform relative to targets, standards and quality. The question is thus also posed whether guide-principles such as social equality and “shaping of living space” may be rooted through the reform process in communal policy. The central thesis of this book is that social services need to address their main focus in relation to the immediate living space of their constituents. Furthermore, they need to establish living quarters with local residents through the strengthened orientation of “fall to field”, achieved with the intensification of neighbourhood and informal networks, or participatory forms of living environment improvements.


The central argument here is that the quality debate in social work is steered by changes in the economy, in societal change and by processes altering the source of social policy. They show that the job profile in social work is determined by development trends from the welfare state, to competitive, and to the “activating” welfare state. They suggest that the quality debate conducted within this context does not go far enough, and develop the outlines of an ethical underpinning of qualitatively demanding social work.

15. Other topics, including former East Germany, German unification and transformation process Feminist Approaches


Twenty three authors from eleven countries introduce female pioneers of social work through their biographies and show their influence on the development of organisations and structures of social welfare.


This book examines the complex profile of civic engagement and social participation in Eastern Germany, including continuing GDR traditions and new forms since the 1990s.


An independent expert commission developed a new understanding of public responsibility for the children and adolescents under the theme “growing in public responsibility”. The report is the first comprehensive collection of great significance, of materials and an overview in the area of child- and youth welfare.

C Special fields

Child and Youth Welfare


**Family services**


**Elderly, Nursing homes, Long-term-care**


**Health care relates social services, Convalescence, Rehabilitation**


**Disability**


**Homeless, Poverty**


**Unemployed**


**Immigrants, refugees**


Further themes for discussion are as follows.

1. Comprehensive works, overview volumes, classics

In this briefing article, the author offers an overview of social assistance benefits in Greece and discusses recent developments and current debates on the future directions of welfare reform. Issues in relation to eligibility rules, cost adequacy and coverage of various benefits are addressed. The notions of selectivity, targeting, and the debate about the introduction of a minimum guaranteed income scheme are discussed. The article’s main conclusion is that although social assistance is not high on the social policy agenda in Greece, its relative weight is greater than previously thought, especially in the context of welfare state reform.


This is a historical overview of the development of personal social services in Greece. It covers a long period extending from antiquity to contemporary Greece. The author considers the evolution of social welfare services as a process of transition from charity to citizenship. This process is interspersed with social, political and economic ideas about the introduction of a welfare state in Greece, which would be similar to the western European model.


This volume is a collection of conference papers written by well-known Greek social scientists working in the field of social policy. The conference was organized by Panteion University of Social and Political Sciences in collaboration with a Network of Voluntary Activity. Topics covered include a wide range of issues including unemployment, inequalities in education, poverty, health and housing. The problems faced by socially excluded groups in Greece are also analyzed. These groups include immigrants, gypsies, individuals addicted to drugs, people with AIDS, former prisoners, young criminals, women and the elderly.


This is the most recent study in the field of social policy in Greece. The volume consists of essays on key issues in relation to Greek social welfare, and is written by a wide range of social scientists. The first chapter, which is written by the editor of the volume, critically examines the issues raised in the discussion about reforming the welfare state in Europe and Greece. The remaining chapters are about specific topics such as the roles of the state, and business or the market, in the provision of social services, in the era of globalization. Also included are: gender and social care; the role of the welfare state in configuring social relations; social exclusion; the labour movement and collective bargaining; the policy in relation to working hours; globalization and employment; social insurance reform and financing; health systems and health policy; and the introduction of a social safety net in Greece.


This volume is a collection of conference papers, by experts in the field of social policy. The volume is divided into sections according to organized conference sessions. These include: unemployment; social inequalities and legitimized mechanisms; the issue of social inequalities in the political economy; public functions and social rationalization; social inequalities and poverty in Greece; labour markets, employment patterns and unemployment; minorities, refugees and immigrants; family and the elderly; education; health and safety; mass communication media and social policy; and spatial inequalities. The sections about social inequalities and poverty, minorities, refugees and immigrants, family and the elderly are particularly interesting.

2. Supply and demand of social services


This four-volume work is the most comprehensive and systematic attempt to record all public social service providers and the programmes they implement. Based on regional categorization, it is a very helpful guide for those who are interested in social welfare, as it offers an overview on the state of the existing services and programmes.


The aim of this book is twofold. First, the authors report on the state of personal services provided for specific target groups in Greece, including families, children requiring protection, individuals with disabilities and special needs, immigrants and the elderly. They examine the relationship between the public sector, the voluntary sector and the private or profit sectors. They argue that, although the role of the private sector has increased significantly especially in the provision of child care services and institutionalized care for the elderly, it is not possible to assess what impact the three sectors (i.e., public, voluntary and private) have had in relation to the Greek welfare system. According to the authors, it is not possible to ascertain whether there has been a shift towards the private sector and or the voluntary sector at the expense of the public sector in the implementation of social policy in Greece. The second aim of the book is to evaluate the effectiveness of social services in meeting the needs of users/clients.


This volume contains a series of lectures organized by the Centre for Social Morphology and Social Policy, Panteion University. It examines the conditions and the patterns of the emergence of social exclusion in Greece, with reference to specific social groups including the elderly in rural regions, gypsies, refugees and immigrants. Although this is not a systematic attempt to describe the situation of socially excluded groups in Greece and social services provided to them, it is useful in the sense that it illuminates different aspects of the phenomenon. It draws attention to the dynamics of social exclusion as a process of deterioration, related to poverty and inequality.

This article offers a brief historical overview of the development of social policy in Greece. The author argues that social policy and welfare measures have rarely been based on the principles of solidarity and citizenship. Instead, welfare policy planning is influenced by political opportunism in favour of particular socioeconomic groups, with emphasis on certain social protection programmes.

3. Definition, forms and types of social services


This book is the product of a research programme conducted by the University of Athens. In the first part of the book, the meaning and the content of social welfare and personal services are explored. The authors examine the sociological, political, economic and legal aspects of the social assistance system in Greece. In the second part of the book, forms and types of social services and programmes are presented and suggestions for reforming and developing new types of social services are put forward.

4. Organisational aspects, forms, ownership, and auspices of provider


This is the most recent, complete and systematic work about organizational aspects of personal service providers in Greece. The author examines the organizational and administrative principles of the Greek social welfare system. He analyses the provision of personal services following a two-dimensional categorisation: (1) according to the need of the social group; and (2) according the legal status and the ownership of the providers. In this context, activities of public sector, private (for profit) sector and voluntary sector providers are presented and their relations with government are investigated. Finally, based on the introduction of flexible administrative and managerial techniques, the regulation of the public and the private sector and the specification of the role of voluntary sector, the author develops a new organisational model for social services in Greece.


This article briefly presents the findings of a research project about the voluntary sector in Greece. More specifically, it offers a description of the activities and the types of social services provided by voluntary institutions, and attempts detailed recording and categorisation of the institutions and groups active in this domain.

5. Social service financing

Although there are numerous publications, including articles, chapters in collective volumes, and books, about social insurance, health care expenditure and financing in Greece, there is a paucity of literature in the area of personal service financing.

The government’s “Social Budget”, which is published annually by the Ministry of Labour and Social Insurance, is the only official document for information about financing of the welfare institutions. More specifically, sources of revenue and categories of expenditure are recorded about public institutions that provide services for individuals with special needs, the elderly, families with children, and social work services. The last available Social Budget is for the year 2002.


This chapter examines the financing of home care services in Greece. It points out that such services are financed by private non-profit organizations and users’ payments, and not by the state.

6. Staff and volunteers


This book examines the distinctive characteristics of the voluntary sector in Greece. Recent trends, the factors that determine the development of voluntary organizations in the country, and the relations between non-governmental organizations and the state are also investigated.


This is an attempt to document the characteristics of voluntary organisations in Greece and to categorise them according to their activities and the services they provide. It contains data about the number of volunteers involved in voluntary organizations. The whole survey is also available on the Internet [http://www.paremvassi.gr], in the Greek language.

7. Clients, users, and consumer issues, profiles


The aim of this article is to evaluate client satisfaction in relation to social services. Given that until recently in Greece there was no tradition of involving clients in the evaluation of services it examines the new policy. The author presents the results of a study carried out in KETHEA (Therapy Centre for Individuals who are Addicted to Drugs) for measuring client satisfaction.

This publication addresses questions of ethics, morals and values in relation to users’ rights to consider, select, deny and/or choose social services, within the Greek context of social protection.

8. Efficiency, effectiveness and equity of social service provision and financing


In this short article, Christodoulakis, the Greek Minister of Economics, argues that the exercise of social welfare policy must be based on the principles of effectiveness, efficiency and equity. He outlines the situation in Greece as it relates to resource allocation and distribution, in the domains of social insurance, health, social services, housing, unemployment and education. He indicates that inequality in Greece is mainly intra-group rather than inter-group, and points to the need to rationalize the existing mechanism of resource allocation.


In this article, the author examines the redistributive effect of personal income taxation, insurance premiums and transfer payments on the household income in Greece. She concludes that only transfer payments have positive effects in reducing economic inequalities. Instead, personal income taxation has a very mild redistributive effect and insurance premiums exercise only a mild negative effect.

Karantinos, D, Ioannou, Ch, Kavounides J. 1992. Οι κοινωνικές υπηρεσίες και η κοινωνική κατανομή [Social services and social policy for combating social exclusion]. Athens: Ministry of Labour and National Center of Social Research.

The authors attempt to evaluate the effectiveness of social services in meeting the needs of the users. They also investigate barriers to access and inequalities in the use of the services.

9. Patterns of relations (co-operation and conflict) among providers, including private-public partnership


This volume contains a series of papers given at a conference organised by Sakis Karagiorgas Foundation. The presentations investigate aspects of public-private division, as well as patterns of relations between the two sectors, and the influence they exercise on civil society, democracy, basic human rights, economic policy, education, industrial relations, and provision of social insurance, health care and welfare services. Issues of comparative performance, efficiency and effectiveness between public and private services’ provision are also examined.

Reform proposals, which include privatization, managed competition and the introduction of quasi-markets in the financing and delivery of social services, are discussed.

10. Innovation and change


Matsaganis argues that the dominant European conservative model of the welfare state based on social insurance, has failed to achieve its objectives. This is more obvious in the case of the countries of southern Europe. Negative socio-economic trends such as an ageing population, unemployment and de-industrialization make the reform of the welfare state necessary in these countries. The author provides a sketch of the basic principles for the future development of the welfare state in Greece.


In this chapter, the author discusses major social and economic changes that have taken place over the last few decades both in Greece and in other European countries, all of which encouraged European governments to reform the welfare state. These changes include new patterns of employment, globalisation of the economy, the new economic role of the state as it relates to monetary and public financing policy, demographic changes and changes in family structure. The author suggests that the new welfare state must be seen as a means of production. In this context, more emphasis must be given on active rather than passive social programmes and welfare services. Matsaganis proposes changes in taxation, employment policy, social security and social welfare protection. More specifically, in relation to social services he proposes the expansion of social protection to all, independently of their working status, emphasis on social services provision and not only on monetary benefits and the establishment of a guaranteed basic services package common to all citizens, based on civil rights. Sakellaropoulos proposes the expansion of social services provision to all citizens and the introduction of a social safety net.

11. European union and globalisation issues


This book, written by a well-known academic in the field of social policy, is the only book in the Greek language about the role of international organisations, in the field of social protection. The author uses the comparative method to analyse the involvement of organizations such as the World Health Organisation, the World Bank, the International Monetary Fund, the International Labour Organisation, the
Organisation for Economic Cooperation and Development and the United Nations, in influencing the shape of national social policy, in the context of globalisation.


In this book, the author considers the role of European Union social policy and the relationship between EU social policy and the social policy of Greece. He focuses on the history and current status of the social components of European integration. He explores the views expressed by social partners and the social policies implemented by the governments in Greece.

12. Bureaucratisation and/or commercialisation problems


In this chapter, the author analyses the role of the Ombudsman in the field of social protection, including social insurance, health and personal services. He examines the cases referred to the Ombudsman during the first year of its establishment (10/1998-10/1999) and concluded that bureaucratic obstacles, time-consuming procedures, arbitration of public administration and lack of citizens’ information, were the main problems in the provision of social services.


The authors argue that centralization and bureaucratization of social welfare services are the main factors that explain ineffectiveness of the welfare system in Greece.

13. Comparative, cross-national issues


The author examines the basic organisational and administrative models of social welfare systems in European Union countries. He adopts a model of comparative analysis to evaluate four social service care regimes: the Scandinavian; the continental; the Anglo-Saxon; and the Latin rim model.


This volume consists of a series of international conference papers, by experts in the field of social policy from Europe and Greece. The volume is divided into sections according to the sessions organized at the conference. These include: democracy, social justice and capitalism in the 21st century; the contemporary social problem, unemployment and social exclusion; quantitative dimensions of inequality and poverty; globalization, technology, economy and unemployment; unequal development, exclusion and migration; sociological and psychological consequences of social exclusion; educational and cultural inequalities; exclusion and inclusion of specific social groups; neoliberalism and the welfare state; and social protection policies in an uncertain world. Of particular interest is Paul Hirst’s paper entitled “The future of inclusive democracies and the possibilities of sustaining welfare”, which examines the relations between the state and civil society in European countries. He argues for a radical redefinition of the public-private spheres by hiving off as many tasks as possible to self-governing voluntary associations.

14. Current trends and policy issues; predictions

Economic and Social Council of Greece. 2002. Αναδιόρθωση του Εθνικού Συστήματος Κοινωνικής Φροντίδας και άλλες διατάξεις (εγκεκριμένο νόμο) [Reorganization of the National Social Care System and other provisions (draft law)]. Athens: Economic and Social Council of Greece.

This response by the Economic and Social Council of Greece (ESC) was to a draft law prepared by the Ministry of Health and Welfare. The draft law refers to the reorganization of personal services in Greece and includes provisions for the regional development of the system, and the establishment of a national observatory for people with disabilities among other things. The response by the ESC is available in the Internet in the Greek language [http://www.oke.gr].


This volume consists of a series of papers presented at a conference organized by the Society of Political Thinking Nikos Poultantzas. The subject was the future of the welfare state in Southern Europe. The chapter by Maurizio Ferrera on the reorganization of the welfare state in Southern Europe is particularly important for understanding the welfare state model in this region, its institutional inadequacies and its perspectives. In addition, the chapter by Matsaganis on the dilemmas facing the reorganization of the welfare state and the chapter by Sotiropoulos on the welfare state in Greece during the 1990s, are indicative of the challenges the Greek welfare state has to confront.

15. Other topics not elsewhere covered


This book is particularly important for its discussion of the activities of local government in the provision of social services in Greece. It analyses the institutional and organizational framework and describes the services and programmes provided by local government to different categories of social groups. It also discusses future directions and developments in this field.
Οικογένεια, παιδική προστασία και κοινωνική πολιτική

C Special Fields
Child and Youth Welfare

Agathonos, E (ed.). 1993. Οικογένεια, παιδική προστασία και κοινωνική πολιτική [Family, child protection and social policy]. Athens: Institute of Child’s Health. This volume consists of a series of conference papers by experts in the field of child and family protection in Greece. The papers investigate socio-economic conditions; new and emerging needs of children and their families; and the role of the state in meeting these needs, through the provision of social services.


The author of this chapter examines the role of the family and the informal sector and more specifically the role of mothers as carers of children with disabilities in Greece.


The author critically examines the assumptions on which the provision of social services for children is based. She concludes that child social protection in the country contributes to the maintenance of the dependant and marginal status of childhood.


This chapter provides an overview of child and maternal protection in Greece. The author discusses social insurance benefits as well as the provision of welfare services including institutional care, adoption services and crèches.

Family services

Kogidou, Dimitra. 1998. “Σε αναζήτηση μιας νέας κοινωνικής πολιτικής για την αντιμετώπιση του κοινωνικού αποκλεισμού των μονογονείων οικογενειών. Το παράδειγμα του Κέντρου Οικογενειών στη Θεσσαλονίκη” [In search of a new social policy to combat the social exclusion of lone parent families. The paradigm of the Family Centre in Thessalini] Pp 563-578 In Sakis Karagiorgas Foundation. Κοινωνικές ανισότητες και κοινωνικοί αποκλεισμοί [Social inequalities and social exclusion], Athens: Sakis Karagiorgas.

The author discusses the dimensions of poverty and social exclusion in relation to lone-parent families in Greece and presents a social protection policy for lone-parent families. She proposes the implementation of multi-dimensional policies based on the participation of all social partners and the establishment of local sustainable social protection networks.


This volume consists of selected papers presented at a conference jointly organized by the National School of Public Health, Athens and the National Centre for Social Research. The volume is divided in various sections. These include the following: demographic, sociological and economic aspects of family policy, family, mother and child; high-risk families; family social protection and social policies; and health and personal services.


This publication is the result of a national conference, which was organized by the National Welfare Organization. It consists of papers which cover a wide range of family issues including: socioeconomic changes and the Greek family; trends and perspectives in family policy; family and employment; family and school; family and adolescence; family education; roles, rights and duties of family members; demographic trends and social policy; lone-parent families; family and individuals with disabilities; domestic violence; family and deviation; family and drug abuse; adoption; family and mental health problems; and family social protection.

Frail elderly, nursing homes, long-term care


This chapter provides a succinct and accurate description of the types of health services provided for the frail elderly in Greece. The institutional, organizational and financial framework of services is examined. The authors describes the patterns of institutional, as well as open care services for the frail elderly, provided by the public, the private and the voluntary sectors. These include: homes for...
the elderly, long-term care institutions, primary health care services, open care centres, home care and emergency care.


The author of this book attempts a complete and systematic analysis of the situation and the problems faced by elderly citizens in Greece. She also describes health and personal services for the elderly provided by all sectors (i.e., the public, the private and the voluntary sectors).


This volume contains a series of presentations, which concentrate on different aspects of ageing in Greece. The most interesting sections of the volume investigate health and social service provision for the frail elderly, including nursing care, home care, long-term care and open care centres.

Health care related social services, convalescence and rehabilitation


This chapter examines home care services in Greece with special reference to how they are organized, staffed and financed. The main findings are that home care services are offered only to a limited extent, and are organized on a volunteer basis, mainly in the big cities of Athens and Thessalonica. They are financed by non-profit organizations and user payments and they are inadequately staffed.


In this short article, the Hellenic Red Cross’s “Assistance at Home” programme is discussed. Services provided at home are described, including social work, nursing care, physiotherapy, psychological support and social welfare volunteers’ services.

Disability


In this article, the authors discuss the new ideas and structures introduced in 1990’s in relation to the rehabilitation of individuals with special needs.. They analyze the main principles on which social firms, supported living and supported employment structures are based, and the way they are implemented in Greece.


In this article, the author provides a brief description of the structure of non-governmental, or non-profit organizations providing personal services for individuals with special needs. She reviews the history of NGOs’ development in Greece and discusses future trends.


Between 1991-1995, the Greek Ministry of Health and Welfare and the European Union, supported strenuous efforts to de-institutionalise and rehabilitate children with learning disabilities. This collective volume describes the aims and the scope of these efforts, discusses conflicts, strengths and weaknesses of the project, and proposes future directions for the development of open social care structures.

Homeless, the poor, poverty


This two-volume publication is the outcome of a research project carried out by the National Centre of Social Research (EKKE). It investigates various dimensions of poverty in Greece including the extent, the intensity, the gap and the determinants of poverty. Proposals for combating poverty are also discussed.

Kouveli, Anastasia. 1995. Στεγαστικές συνθήκες στα μεγάλα αστικά κέντρα της χώρας [Housing conditions in the large urban centers of the country]. Athens: EKKE (National Centre of Social Research).

This is a study of housing conditions in the large urban centres of Greece. The author discusses problems with the quality of housing, lack of space and facilities, over-crowding and homelessness.


This overview is of all the studies conducted about economic inequalities in Greece over the last three decades. The authors, after discussing methodological issues and findings, conclude that educational inequalities are strongly related to economic inequalities. In addition, economic inequalities have increased during the last two decades.

Unemployed

initiatives to combat unemployment and social exclusion] Pp 271-316 In Iro Nikolakopoulou-Stefanou, Gabriel Amitsis (eds.). “Μελέτες κοινωνικού δικαίου και κοινωνικής πολιτικής” [Studies of social law and social policy]. Athens: Papazisis.

In this chapter, the author gives an overview of personal services provided to individuals who are unemployed in Greece. She analyses the objectives and the content of Local Employment Contracts and assesses their implementation in certain regions of the country. The main conclusion is that co-ordination of local, regional and central initiatives, as well as state and voluntary programmes and activities, are the prerequisite for combating unemployment and supporting the unemployed.

Skoufopoulou-Stefanou, Gabriel Amitsis (eds.). “Μελέτες κοινωνικού δικαίου και κοινωνικής πολιτικής” [Studies of social law and social policy]. Athens: Papazisis.

In this chapter, the author examines the role of state social care measures in combating unemployment and giving relief to the unemployed. More specifically, he assesses the policies and programmes implemented by the Greek national agency for employment OAED, including unemployment benefits and personal services, offices for information and job searching, as well as vocational training.

Immigrants and refugees


The author analyses migration policy in Greece, and discusses social policy measures adopted by the Greek government, in order to provide social protection to migrants.


In this article, the structure of non-governmental, or non-profit organizations in Greece, providing personal services for refugees and immigrants is presented and future trends are discussed.

D Summary assessment of current debates in the field

Personal social services are one of the smallest parts of the welfare state in Greece. Public expenditure in relation to these services is only a fraction of that spent on other major areas, such as social insurance and health care. The relative neglect of social services is also expressed through limited research and literature within this field.

Nowadays, there is the need to reorganize personal social services, in order to become an integrated system, based on clear principles and priorities. Technical matters including organization, effectiveness and efficiency, together with moral and political dilemmas in relation to issues of entitlement and fairness are some of the key concerns that dominate current debate in Greece. The trend is toward the establishment of a mixed economy of care involving provision, funding and regulation, based on a public-voluntary-informal network combination. Policy makers as well as the government argue that the role of private sector in social welfare policy is supplementary and that emphasis must be laid on the formulation of a public-voluntary-informal network. In this context, the private sector is not well incorporated into the planning of welfare policy. However, many experts argue that a consensus about the precise orientation and content of such a strategy is yet to be formulated and a substantial social dialogue has not developed to date.
Hungary

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A Synopsis of the Social Service System

Following the collapse of socialism, the 1990s – a decade of political, economic and social transition in Central-Eastern Europe – led to tremendous change, in both the public and private spheres.

As a consequence of the transition, the social sector has had to face a two-fold challenge. On the one hand, it has had to design, set up and put into effect a new institutional framework, whilst on the other, it has had to respond to growing poverty and increasing social inequality, which includes both high unemployment and the deteriorating health status of the population. The demands raised by these challenges have tended to pull the system in opposing directions. The context thus is one of decreasing available resources. This is both due to a decline in GDP associated with the transitional recession, and the prevalent economic discourse, which advocates the ‘minimal state’. These factors combined have prevented the emergence of adequate social policy solutions that are commensurate with the scale of social costs. It would however be an over-simplification to argue that this failure of social policy is exclusively the product of a particular economic policy. Rather, emphasis needs to be placed not only on the process of state withdrawal, but also on ‘weak social stateness’, an expression used to describe the weak capacity of the state, to frame, regulate and indeed enforce comprehensive reform, in the field of social policy.

In principle, the social sector has been democratised and decentralized. The basis of welfare pluralism has been put in place, and further legal rights declared in the Constitution, which provide social rights for all. Altogether these changes formally make the Hungarian welfare state comparable with those of Western Europe. In practice, however, the system falls short in its ability to tackle basic problems. Obviously, for economic reasons the social assistance system is not able to eradicate poverty or even provide a basic minimum level of income for everybody. However, even when approached with realistic expectations, the social assistance system, social services and the health care system are not only inadequate, but also facing persistent crises.


The 1993 Social Act on Social Administration and Social Provision (1993) classifies three kinds of provisions. These are: social provision in cash; social provision in kind; and forms of provision granting personal care: which includes basic provision (such as domestic assistance and family assistance) and specialized forms of provision (such as residential care, temporary care, and day-care). Although local government is obliged to provide all three kinds of provision, it is exempt from providing the specialized form. The latter is the responsibility of local government with more than 30,000 permanent residents.

The provisions of care and welfare policies are largely decentralised. The state provides ‘normative’ contributions to local government to finance social services. The contribution varies in accordance with the social situation of the local population. However, local government is not obliged to (and in practice they do not) necessarily spend the contribution on provision. In 2000, 15% of local government provided no basic social care. A fundamental problem lies, therefore, in the fact that there are significant inequalities in terms of accessing social services, which vary depending on where individuals live in the country.

B Annotated Bibliography on Social Services

1. Comprehensive works, overview volumes, classics on social services and the welfare system


The first general handbook was written by the ‘godfather’ of the Hungarian social policy. Although it was published before the Second World War and well before the appearance of the modern welfare state, it contains useful theories.


This 170 page volume includes summaries of the highest quality empirical research, conducted by TÁRKI (Social Research Information Centre), over the last ten years. The main topics it covers are: distribution of income; poverty measurement; income levels of the families with children; elderly income; and household savings.


This well-known author has edited her published essays from the last ten years into one book. The essays are collated into four chapters. Based on Norbert Elias’ and Abram de Swaan’s work, the first chapter, based on her inaugural lecture to the Hungarian Academy of Science, is about the role of the state in the process of civilisation. The second chapter includes five studies, each of them about Hungarian social policy during the transition. The third analyses the Employment and Social Act and the history of pension reform. The final chapter comprises a comparative/international report on the social consequences of the transition.


This social policy ‘Bible’ is compulsory reading for those undertaking university/college level education. Keywords include: values in social policy – liberty, equality, solidarity, tolerance, and justice; ideologies – liberalism, conservatism, socialism;
the Welfare state and its typology; markets and redistribution; benefits, taxation, and poverty; and social policy at national and local levels. The book provides good basic knowledge about the institutional and theoretical framework of the modern welfare state.


This complex and rich volume seeks to understand how social work developed in Hungary from its’ beginnings to the present day. The author divides the history of social work into seven chapters. These are: the beginning – 1817-1899; aspects of childcare; professionalisation 1900-1914; social work in the ‘peaceful war’ 1914-1920; from the war crisis to the economy crisis 1921-1929; on the road of destruction 1930-1944; disappearance of the social work 1945-1950; the recommencement of social work 1972-1990.

This is the first comprehensive overview in Hungary and probably will become the most widely read book on the history of social work here.

2. Supply and demand of social services

Információs Évkönyv [Information yearbook]. Budapest, Szociálpolitikai Fojlaltszéki Központ.

This statistical overview on basic and specialized social care is published annually. Longitudinal data from 1980 is available about: type of care; number of beneficiaries; utilisation rate of the institutions; regional disparities in the capacity of care.


Like the overview on social services, this statistical database provides information about demographic trends, primary health care facilities, outpatient services, pharmaceutical dispensaries public health, health insurance, family protection, child protection and youth protection.


A publication compiled by the Central Statistical Office which presents data on population, employment, earnings, socio-economic indicators of households, high-risk social groups, provision of family benefits, unemployed individuals, sick pay, and social benefits. In addition, there is important information about rehabilitative employment and voluntary and non-profit organisations.


Szalai is concerned about the recent growth in poverty. In her view, poverty levels are connected with new political and social rights, which were introduced in Hungary in the 1990s. She provides an overview of the economic and political dimensions of poverty. Szalai discusses economic growth and productivity, unemployment and income inequality. She argues that within the new democratic system of governance, and in the context of the division of responsibilities and duties between the central state and local administrations, poverty has also become a “hot” political issue. A rich statistical appendix is included.

3. Definition, forms and types of social services


This two-volume handbook offers a comprehensive overview of the institutional framework of specialized social care in Hungary. The handbook addresses several key areas. These include financial, legal and professional standards, and quality insurance issues. The handbook primarily aims to provide a practical guide for those wishing to establish care institutions. It gives a useful overview of the network of Methodological Institutes responsible for professional support of social services.


This report focuses on the long-term poor. The objectives of the report are to develop a profile of the long-term poor, to describe the social safety net and to investigate linkages between long-term poverty, the social safety net and the labour market. After providing a comprehensive summary on the Hungarian social protection system, the report concludes that social protection policies must address three main challenges: reinserting the long-term poor; special problems of the Roma; and decentralisation.

4. Organisational aspects, forms, ownership and auspices of provider


Pelle examines the specific institutional features of social services through the application of organisational theory. He argues that the historic buildings that comprise the majority of homes for the elderly in Hungary, determine and constrain good professional practice. He claims that the low social status of the client groups reflects on the status of the care institutions and their ability and capacity to politically lobby effectively. He concludes that this is because social services have to satisfy many, often opposing expectations, and that they have to operate in a client-oriented mode, a bureaucratic-oriented mode, and a financial efficiency mode.


The aim of this study conducted in a medium-size town in Northern Hungary was to analyse local social services, provided by both the municipality, and various civil society organisations. The research based on a survey, studied the tasks of Social Welfare Office and Family Help Centre, the distribution of the kinds of
assistance, strategies in applying for and awarding assistance, the documentation on welfare assistance among other things, for a period of five years.

5. Social service financing


This study based on empirical research is concerned with the social spending of local government. It examines whether centralization of the financing of social provision has resulted in better targeted social spending. The findings are very controversial. Empirical data appears to suggest that the structure of financing local provision contains certain redistribution. First, redistribution from ‘in-cash’ provision towards institutional care provision. Second the higher the ‘normative’ contribution, the lower local government spends on social provision.


This study does not include new research. Rather, aimed at policy makers, it reviews existing theories and available empirical evidence for policy makers. The conceptual part of the paper comprises classic economic theories on the role of redistributive state and market in social policy, as well as sociological theories on the system transformation, as it occurs in Hungary, with respect to the role of the state and market in the process.


There is much current debate about financing the pension system, health care, higher education, transformation of the social insurance system, and on the role of the welfare state. This survey of the Hungarian population in early 1996 conducted by the authors was designed to answer two sets of questions. How clearly do Hungarians perceive the taxes that are levied on them? In other words, to what extent are they tax aware? Is their picture of the link between tax payments and welfare services accurate or distorted? In addition, the researchers sought information about public preferences for reform of the welfare system. The article discusses the research findings.

6. Staff and volunteers


This volume is a collection of summaries of Hungarian volunteer projects, related training programmes, and the outcome of related research. The volume discusses issues relating to personal and community-related motivations of volunteering; the individual and social benefits of voluntary work; and the recruitment of volunteers.


This author presents a comprehensive summary of the theories, definitions and statistics of volunteers in Hungary. In 2002, the study was written up as a PhD thesis, which is available at ELTE University.

8. Efficiency, effectiveness and equity of social service provision and financing


Based on empirical research, this study is about the use of ‘normative’ contributions by local government. The study questions whether the contribution provides adequate funding for local social services. Results indicate that in 1997 although the contribution covered 87% of the costs of local social provision, on average, local government tended to spend around 20% of the ‘normative’ contribution on other purposes. This research contributed to the 1998 legislative reform.


Labour market equilibrium was one of the key problems, in Hungary, during the transition. Imbalances in the labour market cannot easily be avoided. This volume analyses social cost expenditure in the early 90’s and it’s relationship with social incidence of high unemployment, ageing, drastic increases in disability and changing household structures among other things. Legal aspects of social welfare are also included in comparable form (i.e., tables) with OECD countries.


This paper deals with distributional effects of various social policies in Hungary. Distinction is made between social insurance type benefits, ‘demogrants’ and social assistance programmes. There follows a discussion of the effects of choice of various equivalence scales, and an introduction of the poverty measures used. The paper concludes that in the years observed the incidence of social transfers became more targeted. Main reasons for this includes policy changes like the erosion of and cuts in benefit levels and, on the other hand, the differential effects of impoverishment of various social strata.


‘Social Report’ is an annually published volume about the latest results on the Households Panel and TARKI surveys. Each year the volume contains a section about the effects of various welfare measures on the reduction of poverty. TARKI the most prestigious research institute in Hungary, is using one of the newest
software programmes to model the effect of state policies, on the prevention of poverty. The results indicate, that universal benefits, such as family benefit, are playing an important role in reducing poverty. Since 1994, each year, new results are presented in the volumes.

9. Patterns of relations among the providers


This study discusses the dilemma raised by the privatisation of social services. In the context of ‘the cult of NGOs’ from the west, the author discusses ‘contracting out’, for the public agenda. He is particularly interested in welfare state reform, as the state contracts on behalf of the public with ‘non-state’ actors. Privatisation highlights questions about the public control over local services, corruption, and the quality of services, efficiency and accountability. The author argues that private and or civil society actors and interests in public services can be both dangerous and or beneficial. Furthermore, their involvement is definitely not a panacea for the structural problems of the system, and should not be idealized.


The study presents the findings of empirical research conducted with 200 local government areas in Hungary, about the relationship between local government and local civil society organisations. The study shows that there has been increased cooperation during the 1990s. Successful examples suggest that the main component of co-operation lies in ‘know how transfer’, and importing foreign practice, which has been adapted to the Hungarian context. The author adds to this that funds like PHARE for instance, have greatly contributed to such co-operation.

10. Innovation and change


Mediation, interpreted in the article as a ‘democracy technique’, aims to resolve conflict by empowering participants to find their own solutions, instead of involving an outside expert. The article discusses the steps of mediation, the necessary preconditions that make the method work, and provides interesting case studies to demonstrate the use of it. Mediation is innovative and used in the field of social work, for example in child protection or adoption, and the field of criminal justice in relation to probation.


Inter-professional work as a concept and approach, previously unknown in Hungary, refers to a kind of multi-professional, multi-disciplinary work. This book provides both a theoretical and practical framework. The underlying importance of the inter-professional work in Hungary comes from the fact that services and social protection structures are fragmented.

11. European Union and globalisation issues


This volume is a collection of lectures aimed at preparing professionals for the accession to European Structural Funds such as ESF or ERDF.


This is the most comprehensive book available in Hungarian about the European Employment Strategy, and gives an insight into the member states’ ‘National Employment Action Plans’. The book also discusses Hungarian preparatory steps and policies, which have been put in place, in order to satisfy the conditions for accession.


This volume discusses, from a purely legal point of view, all the regulations, directives, decisions, recommendations and resolutions, regarding social rights legislated by the EU, both at the level of the ‘acquis communautaire’ and at the level of ‘soft law’. The volume includes chapters on the history of the social dimension, the free movement of labour, the co-ordination of the social safety systems, Structural Funds, equal opportunities and employment policy.


The authors present the development of the European Social Law from 1951 up to the present. All of the important treaties and policies are analysed from a social policy point of view. The second part of the book is about the European Social Charter. In this part, there is a chapter about how Hungary has joined the Charter.

13. Comparative, cross-national issues


A comprehensive volume on social policy before and after the transition in Central and Eastern Europe. The volume discusses many areas such as labour market and unemployment policy, health or housing policy, public administration,
decision-making, policy-making processes, and anti-poverty policies among others. Although the volume is rather outdated in terms of the policies discussed which are only valid for the first half of the nineties, the book presents a useful framework with which to analyse the transition.


This paper presents a comparative analysis of the effect of family policy measures on poverty patterns in the Czech Republic, Hungary and Poland. Types of benefits are described and compared across countries and different reform attempts are highlighted. The basic questions that are addressed are: How did poverty develop in the Visegrad countries, through the difficult years of the transition? What policy changes were introduced in the individual countries? What effects may these policies have had on poverty patterns? The authors analyse possible effects of family policies on alleviating poverty.


The volume is a comprehensive summary about family policy of the various member states. The first section gives a historical perspective on family policy. The second presents a comparative overview on the institutional framework of national family policies in the whole of Europe, whilst the third section analyses national policy, country by country.

14. Current trends, predictions


This published volume contains the most recent government strategy on social policy. It discusses strategies at the level of tasks, objectives, and measures and also the results of the three key issues addressed by government: fighting poverty, developing an employment policy and promoting social integration and equal opportunities. It provides an overview of current social development programmes such as ‘social telehouses’, the ‘village steward network’, the ‘social land programme’, and ‘regional resource centres’.


During the nineties, the World Bank prepared and published many analyses, about the Hungarian welfare state and suggested certain changes. The 1996 volume is the most comprehensive publication in this area. The volume reflects not only the policy recommendations of the World Bank – which were partially implemented in 1995 by the left-wing government – but more generally a kind of ‘neo-liberal’ approach to the reform of the welfare state.


The key words of this book are: work and career, family, household, children, health, socialization, integration. The essays discuss the labour market and the career situation of the women. Family structure and patterns of cohabitation in Hungarian society, the characteristics of women’s health, and crime and prostitution are also analysed.


There has been no available data in Hungary, so far, about the significance and incidence of family violence. In 1998, the first survey carried out to measure the extent and importance of this issue, surveyed individuals from a random sample of the adult female population. According to the results, the paper covers four type of violence inside the family: physical abuse including beating women and children, sexual harassment, and sexual abuse including raping women, and children.
the following: how can families be preserved; how can a child in danger get the attention and the help needed; whose role is what in preventing; detecting; signaling; solving; monitoring; analyzing and evaluating problems; what are the effects of out of home placement; when is adoption the answer and when should foster care be used; what can be done for children with special needs; and how can children’s rights be secured.


Four years after the Hungarian Child Protection Law was introduced, Maria Herczog summarizes its impact on the system, as well as the lessons learned. Her book is aimed at filling the information gap that child protection workers have been facing in Hungary. The book deals with the following issues: children’s rights; parental rights; the system of child protection; child care provisions; the system of benefits; professional provisions – after care; foster care; residential care; adoptive care; juvenile delinquency – guardianship; probation; record keeping; documentation; and monitoring and evaluation.


This bi-monthly periodical, published for the last ten years, is the one and only professional journal on child protection in Hungary. The editors of the journal lay great emphasis on providing information in the broadest sense possible about the issues, and questions of child protection, and inform the readers about successful and effective programmes, methods and publications, from Hungary as well as from other countries. The journal regularly deals with the following subjects: children’s rights; out of home placements; foster care; adoption; residential care; child abuse and neglect; juvenile delinquency; education; health care; special needs; drug related problems; and it reviews all the relevant articles, books available on a variety of subjects.

Family Services


Stang, a practising social worker, summarises the main features of working with families. The author differentiates between social work with families and family therapy. She describes the nature and the process of social work with families, as a particular field, that is drawing on general social work techniques. The process of social work is demonstrated through numerous case studies.

Frail elderly, nursing homes, long care term


This journal includes three articles, which provide a comprehensive overview of care for the elderly. The first article analyses the complex care system for the elderly, from basic care to residential care, in a particular district in Budapest. The
second article focuses on structural problems of care for the elderly in the town of Eger. The third focuses on the quality of care, professional standards, and on the needs of clients. All three articles confirm that fundamental problems of caring for the elderly lie in the lack of co-ordination, both financial and professional, between the health care and social care systems.


In 1999, the Ombudsman (Parliamentary Commissioner for Civil Rights) initiated a general inquiry into homes for the elderly in Hungary. The report concluded that the quality of residential care across Hungary greatly varies. Some homes do not meet minimum legal standards in relation to the number of staff, and certain services such as medical care). The report provides a good overview of the institutional and legal requirements and the operational aspects of such homes, through six case studies.

Health care related social services, rehabilitation


This study documents the experience of a civil society organisation working to locate and establish ‘patient’s rights representatives’ in hospitals. The study argues that a crises in health care means that both patients and medical staff have become disenchanted. In addition, there is often conflict between patients and staff. A civil society organisation initiated the project in order to: (a) ensure that there were professionals placed within the hospital environment, who could deal with conflict; (b) improve the communication between the two sides; and (c) reduce the vulnerability of patients and protect patients’ rights. The study provides case studies, which are useful, as they demonstrate how the representatives function.


The study discusses the unique Anglo-saxon tradition – the hospice movement – and applies the hospice concept to the Hungarian situation. The research describes members of the hospice team; the role of the social worker in the team; and demonstrates the concept and method of hospice care through a Hungarian case study.

Disability


This is a very informative book about regulation and aid for citizens with disabilities and their families. The book includes the full text of the Act on the rights and equal opportunities of people with disabilities, and the National Disability Action Plan. The full Hungarian text has been translated into German and English.


Professor Kóczei is the director general of the ELTE Special Teacher College in Budapest. He has published his dissertation as this book. Since issues of disability and human dignity are not new concepts, the author considers his research question within an historical context. He begins with the Ancient Egyptians and the Greeks. Following this he examines Hungarian disability policies and European practices. He finishes with discussion of modern methods of rehabilitation.


The authors (Roland Keszi, Robert Komáromi, György Kóczei, Lilla Vicsek) conducted research, with the TOP 200 firms in Hungary comprising indigenous organisations and multinationals. The research question focused on workers’ with disabilities and their integration in the workplace. Data about them, specifically in relation to their age, gender, profession, work (i.e., job performance, profile, ranking), salary, type of injury, the numbers of employees and employers, and worker and employer satisfaction was collected. The research also explored how company managers used (or did not as the case may be) state regulations to employ workers with disabilities. In addition, it sought their opinions about how regulations may be changed to improve employment prospects for such groups. The paper employed various methods including survey questionnaires, a case study and focus group interviews (the latter with workers with disabilities).


This study found that progress towards the institutionalisation of services provided for children with disabilities is very slow. Although certain entitlements are set, these are insufficient to guarantee satisfactory levels of physical and social life chances for these children. Civil society organisations working in this field are working in a fragmented way.


This book about disability care (especially for those with mental disabilities) is very well edited and has several authors. The essays survey the new desinstitutionalisation process in Hungary – which started just after 1990 – with different views or theoretical frames. It also includes key statistical data, information about new, small, independent institutions, and the legalisation process.
Homeless, poor, poverty


Oross provides a comprehensive overview of homelessness in the 1990s. She writes about the impact of ‘1987’, which was declared as the ‘International Year of Shelter for the Homeless’ by the UN, the academic interest thereafter, the 1989 demonstrations in Budapest about homelessness, and the process of establishing legislation and institutional forms of care for the homeless, from the beginning of the 1990s. Rather than creating ‘mini-systems’ for the homeless, such as establishing specific and segregated homeless health care, or homeless employment systems, the author argues that housing opportunities for homeless have to be provided within a wider framework.


This is a special volume of the journal dedicated to the issue of poverty in Hungary. The volume includes studies on measuring child poverty; and poverty among the roma, during the transition to a market economy. It also examines the use of social assistance in reducing poverty.

Unemployment


This edited book contains eight chapters based on conference papers delivered in 1999. Written by well-known authors, it gives a comprehensive overview about labour relations. The authors concentrate on the most important part – employment in the 1990’s. Keywords from the essays include: collective bargaining (centralised and decentralised); labour law and legislation; the minimum wage; strikes and another direct action; unions; discrimination; typical conflicts between the employers and employees and resolutions; workers councils; and fringe benefits.


This ILO publication focuses on the employment system and is a profound analysis about economic and social development up to the beginning of the social protection policy. The book reviews wage policy, and the incidence and structure of unemployment and employment. It also analyses employment opportunities provided by small and medium-sized enterprises. It draws some brief conclusions and makes recommendations about how to increase the level of employment.


This annual volume contains almost all available statistical employment related data in 150 pages. Some important tables have comparative versions with European countries. Statistical analyses of work permits for foreigners working in Hungary and work permit for Hungarian citizens, working outside of the country, are also included.


This research addresses the different structure of the labour market from 1900 to 1999. Labour market participation is analysed by gender, region, age, sector and activity. One of the chapters discusses the effects of privatisation.


Héthy’s paper is a general overview. The paper examines the role and the situation of the unions during the rapid political and economic transformation. Although the transformation led to more freedom it also led to less protection for Hungarian workers and their organisations. The officially registered workforce dwindled by one and a half million, and real earnings kept declining year by year (1990-97). Employment levels stabilised and the growth of real earnings returned in 1997. The situations of trade union confederations and membership in the workplace is examined in detail. A rich appendix with different tables is attached which includes information on macro economic indicators, the population and the labour force, full-time employees in different sectors, monthly earnings, union membership and statutory minimum wages between 1989-1998.

This paper is an outcome of the ILO Bureau for Workers’ Activities technical cooperation project with the Dutch Government, “Strengthening Trade Unions in Central and Eastern Europe” (RER/96/M02/NET).

D Summary assessment of current debates in the field

Deinstitutionalisation of social care. Prior to 1990, the socialist system organised care for various client/user groups including young people, older people and those with disabilities in large institutions. Sometimes these institutions, which were usually located far from residential areas to separate them from local communities, had more than 100 occupants. The aim of government is to completely reverse this policy and to establish home-based care in residential areas, with a limited number of users/clients.

Private institutional care appeared in large numbers in the middle of the 1990’s, particularly in relation to care for the elderly and those with disabilities. These institutions have as much right to receive ‘normative finance contributions’ from the state, as the state sector and the voluntary and non-profit sector. The private sector targets and serves the wealthier clients, as those with an average incomes cannot afford their services, whilst the state and NGO’s provide services for those in need. This process is the beginning of a new divide or a new ‘exclusion’. ‘Contracting out’ has also led to segregated, fragmented social services and an inequitable system.
Unemployment. Although official unemployment levels are lower than average EU member states 5.7% (2001), the rate of employment not as encouraging, at approximately 50%. Almost half of these are long term unemployed and have not had a job for at least 1 year or more. The rate of unemployment is much higher in the 45 year and above age group and in the minority ethnic roma community. Such vulnerable groups are at risk of isolation from society.

Social Insurance. The new social insurance system follows the same pattern. Private health and pension insurance companies are targeting the richest part of society. Their monthly contributions guarantee provision in the future. Private health insurance is completely different from the state-based system. However, the private pension contribution (which is part of the former state owned contribution) is reducing the stability of the state pension fund and improving its insufficiency. This process undermines the solidarity.

Employment in social care. Employees in the field of social care are paid less than workers in other sectors (both in terms of the public sector and the private sector). The salary of social care employees constitutes only 60-65% of the national average. The educational levels of the employees are also low. Only 10% hold higher education degrees. Therefore, serious effort is needed to enable professionals to participate in professional training and to fill the education gap.

Ireland
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A Synopsis of Social Service System

Social services in Ireland are generally taken to mean income maintenance, housing, education, health, welfare and personal social services (Curry 1998). According to Curry (1998: 4) social services “are availed of by practically everyone in Irish society”. This bibliography focuses on housing, welfare and personal services. Much of the housing stock is provided or subsidised by the state, while voluntary or non-profit providers play a very significant role in welfare and personal social services.

Historically, social service provision of different kinds has been the responsibility of non-profit or voluntary organisations, but in the past fifty years or so, government support has increased significantly and statutory provision of social services has dramatically improved (Faughnan and Kelleher 1993). Thus while non-profit organisations play a dominant role in the provision of welfare and personal social services, many depend on government aid in order to deliver these services.

Just under half of government spending is on social services, a major portion of that taken up by income maintenance. Government is directly involved in providing housing and also supports non-profit provision in this area through several Housing Acts (1962, 1988, 1992). The most common form of government spending in personal and welfare social services are ‘Section 65’ (s. 65) and ‘Section10’ (s. 10) grants. The former were legislated under the 1953 Health Act and are for ‘services ancillary or similar’ to those provided by the state, whilst the latter were legislated under the 1991 Childcare Act and apply specifically to childcare provision, previously funded through s.65. These grants are administered through regional health authorities, called health boards in Ireland. In the area of housing, the Department of Environment and Local Government is becoming increasingly active in its provision of grants for social housing. These are still limited, however, but point to greater statutory support for this type of housing (ironically enough when provision of local authority housing is quite low). Again, disbursement of these grants occurs on a regional basis and the Local Authorities are responsible for housing grants.

With the era of social partnership in the 1990s, the developing relationship between social service providers entered a new phase. The prime examples used to be what are now called Local Development Partnerships (previously called Area Based Partnerships) set up in 1991 under the Programme for Economic and Social Progress. These partnership companies, whose number grew from twelve to thirty-eight by 1996, combat unemployment (specifically long-term unemployment) in designated disadvantaged areas. More recently there has been a change in focus with regard to local governance, in what seems like a move away from the centralised structures that have so far characterised governance in Ireland. Under the terms of the government’s White Paper, Better Local Government the role of voluntary organisations as providers of social services as well as commentators
on and advocates of social change, was given recognition and a place for more structured input to policy, through what are called Strategic Policy Committees, which are being established in each local authority area. This development signals not only a potential move to greater decentralisation but also greater engagement with the non-profit voluntary and community sector by statutory agencies. This should have implications not only for their relationship in the future, but also for social service delivery.

Another key theme in social service provision at present is that of integration and co-ordination of services. The RAPID programme (piloted as the Integrated Services Process) aims to provide social services in an integrated manner in designated areas of disadvantage. Statutory social service providers are seeking to work in conjunction with community organisations in order to make service provision more effective. This programme received mention in the most recent National Development Plan (2000-2006) which anticipated its importance in social inclusion measures, following the ongoing monitoring under the National Anti-Poverty Strategy (1997, reviewed in 2001).

Legislation on social service provision in Ireland includes the Housing Acts (1962, 1988, 1992), Health Care Acts (1953, 1970), the Nursing Homes Act (1991), and the Childcare Act (1991). Instrumental government programmes include the Programme for Economic and Social Progress, the Programme for Competitiveness and Work, Partnership 2000 and the Programme for Prosperity and Fairness. Other policies linking social policy and social service provision include the Years Ahead (1988), the National Anti-Poverty Strategy (1997), its review in 2001, and forums such as the NESC, the NESF and the Forum on People with Disabilities. Agencies of importance are Combat Poverty Agency, FAS (the state employment and training agency) and Comhairle (formerly the National Social Service Board and the National Rehabilitation Board).

Ireland has undergone significant economic, social and demographic changes in recent years. Much was made of the Celtic Tiger up until late 2001 and while the country is now undergoing much slower growth, and almost daily we hear reports from a time when Ireland was a poorer country, many of the problems Blackwell identified remain today – for example the dearth of data on the homeless, widening inequalities in housing provision, a situation which has worsened in recent years. This is an important book to set current social service provision in its historical and policy context.

### B Annotated Bibliography

1. Comprehensive works, overview volumes, classics on social services and the welfare system


This textbook on social policy in Ireland provides a good overview of social service provision in a time of socio-economic growth. The authors note, for example, the decline in power of the Catholic Church as both an influence on ideology and practice, and as a service provider. Chapters cover many social service areas, providing overall a useful guide to social service provision in Ireland at the turn of the 20th Century.


The third edition of a book published in 1980 and 1993, this is an important starting point for anyone seeking information on social services and social policy in Ireland. While Curry acknowledges that none of the key social services are covered in depth, he provides a bibliography and a very useful overview of major developments. An introductory chapter discusses social policy and social service provision generally in the context of a changing Ireland and increasing interest in social policy. The remaining chapters examine income maintenance, housing, education, health and welfare services.


In Social Policy in Ireland, key scholars and commentators discuss many social service areas, presenting an important critique of modern Ireland. Of particular interest are the chapters on poverty and housing. Callan and Nolan present findings from a survey on poverty and relate them to the social policy climate of Partnership 2000 and the National Anti-Poverty Strategy. Fahey notes that the state has supported all kinds of housing but that a policy bias in favour of owner-occupation has led to social and spatial segregation. He argues that government’s stated desire to tackle social exclusion must include the social dimensions of housing.


This book draws together the main writings of John Blackwell and focuses specifically on older people, housing and family income. While the writings stem from a time when Ireland was a poorer country, many of the problems Blackwell identified remain today – for example the dearth of data on the homeless, and widening inequalities in housing provision, a situation which has worsened in recent years. This is an important book to set current social service provision in its historical and policy context.

2. Supply and demand


This paper presents data on socio-economic inequalities in health and the implications of those for the implementation of the 1994 health strategy and service provision. The authors note that the 1994 strategy emphasised the supply of more effective health services, but they state that a more broad approach is required. This paper is useful for its exposition of the limitations of the then health strategy, which the authors hoped would be addressed in the 2001 health strategy. They cite the example of the National Anti-Poverty Strategy as one way to address institutional innovation.

In a paper, which applies organisational field analysis to compare the structure of the third sector housing fields in Northern Ireland and the Republic of Ireland, the authors give very useful accounts of history, structure, funding and regulation of the housing field in Ireland. The relationship between the state and third sector housing organisations is analysed as well as the role played by the state, in the development of third sector housing organisations.


Curry’s examination of social service provision including income maintenance, housing, education, health services and welfare services provides a useful guide to the supply of social services in Ireland. A bibliography is provided for each chapter to direct the reader to other areas of interest. This is a useful overview of social services in the context of a changing Ireland.


Focusing on a region in south-west Ireland, this paper examines the spatial inequalities of social service provision. Taking as its premise the effect of inequality on users’ quality of life, the article presents data on education provision from primary through tertiary levels, and healthcare in both institutional and non-institutional settings. Alongside statutory provision, for example through the Southern Health Board’s Community Care Programme, Storey also examines provision by voluntary groups and their spatial distribution. He argues that the rationalisation and centralisation of health and educational services has increased inequality and inequity of access. While he counters that the overall quality of services may have improved, unequal access has a greater effect on users and influences the overall effectiveness of the service.

3. Definition, forms and types of social services


Curry’s examination of social service provision including income maintenance, housing, education, health services and welfare services provide a useful guide to the supply of social services in Ireland. A bibliography is provided for each chapter to direct the reader to other areas of interest. This is a useful overview of social services in the context of a changing Ireland.

O’Shea, Eamon. 1996. ‘Rural Poverty and Social Services Provision’ Pp 211-245 In Curtin, Chris, Haase, Trutz and Tovey, Hilary (eds.) Poverty in Rural Ireland. Dublin: Combat Poverty/Oak Tree Press.

O’Shea’s chapter examines the relationship between social service provision and rural poverty, investigating whether such provision alleviates or reinforces poverty and social exclusion. Although the main focus is on equity of provision (see below), O’Shea also provides a definition of social services in Ireland and notes the main types of provision. He elaborates on the main types of social services, discusses their availability in rural areas, and suggests improvements in social service provision in such areas.

4. Organisational aspects, forms, ownership, and auspices of provider


This review of refuge services in the Eastern Region provides a comprehensive assessment of procedures, operational policies and management within the three refuges for women in that region. In addition, the review looks at staffing structures and funding issues to provide a basis for recommendations for future development of the refuge service. Based on consultation with the staff of the refuges and interviews with users and management, this is a useful report and covers an area of social services that has not been given enough attention prior to this.


This report is a useful starting point for readers interested in the structure of the healthcare system in Ireland, as well as in the effectiveness of the implementation of the 1994 health strategy. Each target set out in the strategy is evaluated, and in so doing, key components of the social service system in Ireland are assessed. The results of this critique were used to feed into the development of the 2001 Health Strategy, which the author stated should be about the provision of one health service and not a number of health services based on different health board areas. This is a useful report because it adopts a systems approach to health care strategy.

Coyle, Carmel. 1996. ‘Local and Regional Administrative Structures and Rural Poverty’ Pp 275-305 In Curtin, Chris, Haase, Trutz and Tovey, Hilary (eds.) Poverty in Rural Ireland. Dublin: Combat Poverty/Oak Tree Press.

This chapter examines the role of local and regional administration in Ireland in the context of current social partnerships. Partnerships, both at the local level, and in the negotiation of social and economic policy, are widely accepted in Ireland, as core policy instruments. Coyle examines the organisation of local administrative structures in the delivery of social services such as housing. The chapter also provides a useful overview of administrative arrangements and organisational aspects of both local and rural development, in which social service provision plays a vital part.


This report examines the role of local partnerships in promoting social inclusion in Ireland. The local partnership model in Ireland has been significant in the 1990s, receiving support from various governments over the decade. The era of social partnership has also enhanced welfare services through local co-ordination and delivery. This report examines not only the concept of local partnership but also how it has been practised in three geographical areas in Ireland. The three case studies focus on representation, decision-making procedures, working methods and links with other agencies and programmes. Recommendations are made about
how these bodies can become more effective, not only in the work that they do, but also in their input to social policy.


The home help service in Ireland is provided primarily by non-profit organisations, which receive substantial funding from health boards (regional health authorities). This report, based on an extensive review of the home help service in Ireland, argues that there are three main areas that need to be addressed in order to improve future home help provision: policy, practice and the organisation of the service. The report notes the important role played by the home help service in community care in Ireland and recommends that it should be supported and financed to improve the status of the elderly in the community and at home.


In this report O’Hara examines good practice models of local development in Ireland and Europe. The groups she chooses in Ireland provide a variety of services, such as crèche facilities, care for older people, recreational facilities for younger people, transport and housing for older people, personal development and training services for women. O’Hara highlights a number of core organisational characteristics of the chosen organisations and identifies a number of key factors contributing to their success in locally-based service development and delivery.


The link between social services and community development is quite strong in Ireland due to the prevalence of the partnership model as a method of addressing disadvantage and poverty. This book examines partnership and the role of community development in light of the relationship between the voluntary and community sector and the state. It examines partnership as a means of targeting disadvantage and poverty, and the role of community organisations in that process. The conclusion of the book is that there is need for an inclusive, participatory model of partnership that is useful not only in social service delivery but also in setting social policies. Of specific interest are the chapters by Crowley on models of partnership, and the one by Varley and Ruddy on the interaction between the state and community groups in a project in the west of Ireland.

5. Social service financing


The growing proportion of older people in Ireland, while still smaller than in most of Europe, is gaining increasing attention, not least because of the implications for social service provision. In this paper, O’Shea and Hughes look at the gap between the needs of dependent elderly people and current service provision. They explore different ways of financing long-term care, starting with an overview of long-stay residential facilities for older people, the cost of care and current finance arrangements. They then turn to the social economy and its potential to address social care problems, such as community nursing services and expanded home help services. Alternative forms of financing such as home income and home equity schemes are suggested as innovative ways of addressing this future need.


This report addresses the ageing population, the shift in the demographic structure of Ireland, and the potential increase in demand for social services. The authors argue that although Ireland’s population is getting older, demographic shifts such as a reduction in the number of children and an increase in the number of women active in the labour market, mean that the size of the dependent population may not alter significantly. Consequently the state will have to allocate more resources to address demands for social services by the elderly.


The authors examine community care for dependent older people by comparing the costs of care in long-stay institutions with care in the community. They note the differences in the provision of community care across the eight health boards in the country, as well as the inadequacy of resources in paramedical services. They conclude with a number of policy recommendations such as strengthening the role of assessment and rehabilitation, developing individually-tailored care packages for vulnerable older people, and using public health nurses and social workers as liaison points between older people and medical and professional services.


Cousins examines social security support policies for informal carers in Ireland. Noting both the demographic context and the ageing population, he provides an overview of the policy context and the provision of institutional and community care services. After presenting the historical development of carers’ allowances he focuses on relevant policy issues. He argues that the current allowance has had the effect of maintaining the gendered division of care, and that a social security-based scheme would be of greater value and flexibility.

6. Staff and volunteers


This report draws together the findings from a series of research studies commissioned by the Committee on Volunteering. Using the studies to make a case for the future support and development of volunteering in Ireland, the report draws on the experience of other countries, internationally and makes a series of significant recommendations. These recommendations focus on the need for a policy and for a volunteering infrastructure. Both of these core recommendations contain a number of sub-recommendations, all of which, the report argues, must be implemented in an integrated manner. A substantial report, the Committee intends this to be a blueprint for the development of volunteering
in the future, in recognition of the importance of volunteering, not only for the provision of social services, but also for the generation and maintenance of social capital.


This report, the third in a series, presents findings of a survey of people’s behaviour in individual giving and voluntary work. Social services emerge as the second most important area where volunteers are located, and as the most important area for charitable giving. The authors note the potential for increasing volunteering which could have important effects on services provided.


While this book addresses the wider issue of civil society, its focus is the voluntary sector. Drawing on a survey of voluntary organisations, the authors provide details about their client groups, their age and the reasons they were established. They also examine patterns of voluntarism amongst the population. The authors argue that increasing dependence of voluntary organisations on state funding will challenge the future relationship between the two sectors and the voluntary sector’s ability to respond to social need and demands.


Part of a pan-European study, this report explores voluntary work from the perspective of the voluntary organisation and specifically social service providers. It offers a profile of organisations based on their type, age, client groups and area of work. It presents the types of jobs volunteers perform, and the recruitment procedures and organisational support volunteers receive. It discusses perceptions of the effectiveness of voluntary work in the light of the services delivered and key advantages and disadvantages of using volunteers. The authors conclude that the management of volunteers is a crucial issue that has not been properly addressed. They argue that under-utilisation of volunteers and funding of organisations need to be critically examined and addressed to improve the effectiveness of both volunteers and social service organisations.

7. Clients, users, and consumer issues, profiles


This paper presents findings from a study about the lack of integration within and between various government departments and statutory agencies that deliver social services. The study is presented from the perspective of the social service client. It found there was a range of information services featuring overlap between the services provided. There was little inter-agency co-operation or flexibility with regard to hours of operation, and little planned or systematic cross referral between agencies. Disability awareness was also found to be low. The report argues that ineffective and inefficient services affect client use of, and access to, social services.


The National Social Service Board (NSSB), which commissioned this study, promotes and supports the development of independent information, advice and advocacy services throughout Ireland. This report analyses key components of effective information in the context of current provision and practice in Ireland. Browne found that there was a need to provide information services in a more co-ordinated and integrated way in which users’ needs are central. He highlights a number of issues, such as how to make information more interactive, the delivery of information through a ‘bottom-up’ approach, and the need to target particular groups such as the disadvantaged. He relates these issues not only to the more effective use of social services, but also to more effective feedback on social policy, which contributes to active citizenship and participatory democracy.

8. Efficiency, effectiveness and equity of social service provision and financing


The national policy for older people, The Years Ahead, was published in 1988 and made over 100 key recommendations for improving service provision for the elderly. This review, published almost ten years later, provides extensive examination of each recommendation at local, regional and national levels. It also provides an important overview of the current state of social care for older people, examining the organisation of care structures; care at home, in the community, in hospitals and long-stay institutions; housing, partnership, and the role of voluntary service providers. The authors conclude by examining whether the current care of older people is comprehensive, equitable, flexible and co-ordinated. They recommend that future policy and social service provision needs to include the voice of older consumers, rather than treating them as passive recipients of such provision.

O’Shea, Eamon. 1996. ‘Rural Poverty and Social Services Provision’ Pp 211-245 in Curtin, Chris, Haase, Trutz and Tovey, Hilary (eds.) Poverty in Rural Ireland. Dublin: Combat Poverty/Oak Tree Press.

O’Shea’s chapter examines the relationship between social service provision and rural poverty, investigating whether such provision alleviates or reinforces poverty and social exclusion. He suggests that equity in social service provision needs to be given the same attention as efficiency, when decisions about resource allocation are made. Analysing differences in social service provision in rural and urban areas, O’Shea argues that access to provision is crucial for rural dwellers. He asserts that flexibility and innovation are critical in such provision, concluding that for real change to occur, a radical reassessment of the weighting attached to efficiency and equity in the spatial allocation of social services, is necessary.


Described as a ‘seminal’ study by some reviewers, this somewhat dated report illuminates social service provision and unmet needs in rural areas – many of which continue to exist today. For example, O’Mahony refers to implications
of increasing urbanisation and rural depopulation, problems that have worsened
since her report was published. She argues that the centralisation of many social
services and the inadequate provision of public transport have led to inequity in
social service provision, for people in isolated rural areas.

9. Patterns of relations among providers

Donoghue, Freda. 2002. Reflecting the Relationships: An Exploration of the
Relationships between the former Eastern Health Board and Voluntary Organisations
in the Eastern Region. Dublin: Eastern Regional Health Authority

This study, commissioned by the former Eastern Health Board (now the Eastern
Regional Health Authority), takes as its focus relationships between the former
Board and voluntary organisations funded under ‘Section 65’ and ‘Section 10’
grants, which are one of the main types of statutory funding for voluntary organisa-
tions delivering social services. Based on qualitative interviews with representatives
of voluntary organisations and their counterparts in the Board, the author examines
the components of the relationships, their history and the way in which they work.
A number of recommendations are made on ways to make the relationship more
effective, chief among which is the need to have policy and procedures in place.
This is a timely report given the recent White Paper, Supporting Voluntary Activity,
which also addresses the statutory-voluntary relationship.


This paper examines the nature of voluntary social service organisations in Ire-
land and their changing relationship with the state. Jaffro notes the predominance
of voluntary providers in social services and the lack of a regulatory framework
for the sector. Examining the historical development, legal context, funding and
staffing of voluntary organisations, she argues that their relationship with the
state has ‘tightened’ and that the dominant partnership model has consequences
for the future types of contractual arrangements.

O’Sullivan, Tim. 1994. ‘The Voluntary-Statutory Relationship in the Health

This paper examines voluntary-statutory relationships in Ireland. The author
argues that voluntary and statutory organisations complement each other, both
in structure and purpose. He suggests that planned development of the voluntary
sector needs to occur because of its pivotal role in the provision of social services
in Ireland. Drawing on interviews with both sides of the voluntary-statutory relation-
ship, he notes that state funding of voluntary organisations is high and can create
problems for both sides. For the state, there may be problems with variations in
standards and monitoring. For voluntary organisations, there are problems with
funding delays and in clarifying roles. O’Sullivan argues that both sectors need
appropriate structures and ways of working together.

Faughnan, Pauline and Kelleher, Patricia. 1993. The Voluntary Sector and
the State. Dublin: Conference of Major Religious Superiors/Community Action
Network.

The voluntary sector has long been recognised as the major player in social
service provision in Ireland, in many instances even considered synonymous with
social services. In this study, Faughnan and Kelleher examine the relationship
between the voluntary sector and the state, in the provision of social services.
Among other issues, they examine the characteristics of voluntary organisations,
funding, staffing and the administrative and organisational frameworks necessary
for the relationship between the state and the voluntary sector. They conclude that
a preoccupation with funding has tended to constrain the sector’s development.
This can be compounded by a lack of contractual arrangements with the state
and by the absence of policy frameworks. They point to the need for a compre-
nhensive policy for the voluntary sector to promote effectiveness and recognition
of their services.


Drawing on a survey of voluntary organisations providing social services to
older people, Mulvihill examines whether partnership exists between the state
and the voluntary sector. He posits four models of partnership, taken from the
literature, and examines these in light of the services provided by Irish voluntary
organisations, their funding patterns, staffing and models of co-operation and
dialogue with the state. He argues that there is a need for better contractual ar-
rangements and for partnership. This involves meaningful and equal input from
both sides of the relationship.

10. Innovation and change


The author examines the case for constitutional and political legitimacy of
public-interest litigation to establish socio-economic rights. He argues that where
the political system has failed to attend to the needs of marginalised groups, the
most appropriate agency for policing that constitutional norm, is the judiciary. He
also evaluates the effectiveness of litigation in obtaining improved state support
for a number of low income or marginalised groups, such as social welfare claim-
ants, children with learning difficulties, Travellers and those seeking free legal aid.
Whyte concludes that a litigation strategy whilst limited is a useful mechanism
for promoting social inclusion.

Bust to Boom? The Irish Experience of Growth and Inequality. Dublin: Institute of
Public Administration.

This book examines the key factors in Ireland’s recent economic transforma-
tion and policy for the social consequences of such dramatic economic change.
Drawing together a group of economists, political scientists and sociologists, the
book attempts to provide an interdisciplinary account of the central processes in
this change. Of particular relevance to social service readers are Emer Smyth and
Damien Hannan’s chapter on education and inequality; Richard Layte, Brian Nolan
and Chris Whelan’s chapters on trends in poverty and the polarisation of the disad-
antaged; and Tony Fahey and James Williams’ chapter on the spatial distribution
of disadvantage in Ireland. Chapters on political culture, social partnership and the
role of the state in growth and welfare are also important for they recognise the
importance of strategic choices that have been made at the national level.

This report places the ageing population of Ireland in an international context and questions the need for increased health and social service provision for the elderly. The older population in Ireland is examined in detail, and population projections are made within the context of current health and social care provision. The implications of demographic change are addressed and Fahy concludes by noting the associated importance of health and social gain. He argues for health planners to add demographic measures to the usual indicators of health status, such as morbidity and dependency, so that future health and social care provision can keep abreast of need.

11. European Union and globalisation


This paper examines the concept of pluralism and argues the need to explore pluralism both at the level of service provision and at the level of governance. Larragy identifies the major actors at both levels, namely the state, the family, the market and public space. He argues that although the typology he posits is simple it is also very useful because, at a time of economic instability, questions arise not only about the welfare mix, but also about appropriate models for governance. Larragy concludes by identifying future trends such as global changes in technology, changing labour force participation, and the role of the EU, which will affect pluralism at both levels. He argues that negotiated governance will probably become increasingly important.


In this paper, Nolan examines the influence of the EU on poverty programmes in Ireland. He provides an overview of programmes to combat poverty and suggests that action at the EU level is necessary to address the causes of poverty. He details some of the research produced as a component of various EU Poverty Programmes, and also looks at the use of Structural Funds to combat poverty in Ireland. He argues that expenditure would be better targeted towards identifiable marginalised groups, such as school drop-outs and the long-term unemployed. He also argues for an explicit goal of combating poverty and social exclusion, which in fact occurred through the National Anti-Poverty Strategy in 1997, several years after the publication of his book.

12. Comparative, cross-national issues


The authors take a comparative perspective in examining current health management issues in Ireland and adopt a reflective approach. They seek to find out what lessons can be learnt from trends in health management in other countries. They focus on several areas of current interest such as the public-private mix, health gain, service planning, performance measurement, quality management and the role of the voluntary sector. Useful for readers of health care policy and management, this book is also of value to those interested in the delivery of social services in Ireland.


This paper compares community care for older people in Ireland, England and Wales. The author pays particular attention to the organisation and structure of service delivery against a background of the main policy developments which have occurred from the 1960s onwards. Brown notes that the role of the voluntary sector is far greater in Ireland than in England and Wales. She points towards the development of partnerships in Ireland and also the potential problem of long-term care provision, due to the decreasing size of families, and the increasing trend for more women to participate in the labour market.


This paper provides an overview of the multi-faceted changes in the organisation and delivery of social services in Ireland. Larragy provides an historical view of social service provision and documents the changing relationship between the state and voluntary social service providers. He notes the declining role of the church, the increasing role of the state, and the emergence of partnerships in different forms. He argues that a pluralistic model prevails, expressed differently and more positively in Ireland in comparison to Britain, and that it takes shape only in a context appreciative of interdependency between social welfare providers


This report draws together the findings from studies of voluntary social service organisations in ten European countries. The report presents a profile of the extent and nature of volunteering in Europe, how it is organised and supported, and types of training offered to volunteers. Different client groups are profiled and issues of interest for social service organisations are raised. In Ireland, for example, the elderly are the major client group, followed by the community in general, and the unemployed. In comparison, the major client group in several other countries including Belgium, Bulgaria, Denmark, France and Germany is young people. In Ireland, as in Great Britain, there is a focus on fundraising by volunteers. The study notes the importance of volunteering as a pan-European activity and points towards its further development.

13. Current trends and policy issues


This report updates an earlier report of the same name and by the same author. Timely because of the great economic and social changes during the 1990s, this
report notes growing inequality in times of unprecedented prosperity. It provides a broad, economic, social and political context for rights and justice work in Ireland and gives brief descriptions of voluntary organisations working in that area. It also provides a good synopsis of funding sources to the voluntary sector in Ireland making use of contemporary literature in the area. Overall, it is a very useful guide to both rights and justice work and the voluntary sector, in general, in Ireland.

County and Town. One Hundred Years of Local Government in Ireland, RTE Thomas Davis Lecture Series, Dublin: Institute of Public Administration (2001) Ireland is a very centralised country, which has implications for social service delivery, management and strategic planning. This book, a collection of essays from the Thomas Davis Lecture Series delivered on RTE radio during 2000, is very useful in providing the background to such centralisation and for putting the 1996 White Paper, Better Local Government, in context. As governance in Ireland is changing with more focus on the community, and partnership between public and voluntary providers, commentary on where we have come from provides a useful context for our future direction.


This paper focuses on access to housing in an isolated rural area in the west of Ireland. Concerned not only with housing provision by local authorities, but also with private rental and owner-occupied housing, Heanue looks at planning regulations and the demographics of the area. He considers the impact on the community and service provision, such as education, health and the decline of rural communities. He argues that a policy on population distribution is needed, and that planning policy should be integrated and focused on the social and economic realities of peripheral rural areas. While many rural development initiatives are designed to keep populations in peripheral rural areas, if access to housing is thwarted, the community cannot be sustained.


This paper looks at Irish policy during the 1990s, when a locally-based approach to targeting interventions was adopted. The author notes the growing unanimity in policy documents regarding the specific needs of long-term unemployed, lone parents, people with disabilities, members of the travelling community, women and disadvantaged communities. The partnership approach has been accepted as the way to address these needs. Duggan provides details of relevant policy statements and the government department from where they were issued; local interventions since 1990, their objectives, assumptions, and government bodies and target groups. She argues that whilst local interventions are widely accepted as a way to tackle these issues, their effectiveness depends on their quality, recognition of their limitations, and their national level support.

Community Workers’ Co-operative. 1998. Local Development in Ireland. Galway: Community Workers’ Co-operative. This book, comprising chapters from different contributors, addresses local development in the context of policy development. Three main themes are addressed: local governance, rural development and equality. The provision of different services at the local level are examined, such as services for the elderly and the homeless. The book charts the move away from community development and toward local development, made also by policy makers. Situating current local development in a wider context of community development and local service provision, the authors make policy suggestions for future governance and development at the local level in Ireland.

C Special Fields

Child and Youth Welfare

Kelleher, Patricia, Kelleher, Carmel and Corbett, Maria. 2000. Left Out on their Own: Young People Leaving Care in Ireland, Dublin: Focus Ireland/Oaktree Press.

This publication is a report of a national longitudinal study of young people at various stages after leaving care. Large numbers of such children experienced homelessness, addiction and had received little or no support from statutory social service agencies. The report makes a series of recommendations, such as the need to have leaving care policy and practice, community-based services for adolescents, and reform the present child care system.


The aim of this book is to identify the main factors producing poverty for Irish children and examine how these have changed over time. Drawing on data produced by the 1994 and 1997 Living in Ireland Surveys, (national household surveys exploring the extent of poverty in Ireland) comparison is drawn with 1987, 1980 and 1973. Poverty in childhood has a legacy that lasts into adulthood and has an effect on social service provision and demand. This study was intended to contribute to the development of the National Anti-Poverty Strategy (reviewed in 2001) and the National Children’s Strategy (2001).


This article focuses on recent social developments and political actions to reconcile family and working life and their effects on childcare provision. Hayes focuses on services for pre-school children, which are among the poorest in Europe. She describes state, voluntary/community and private provision and argues that childcare should be given higher priority.


Although concerned primarily with social policy, this chapter is of some use for readers interested in social service provision for children, because this is placed in a social policy context. Richardson provides a history of policy developments in relation to children from the 1880s to the present. She notes that until the early 1990s, provision and policy were centred on parents’ rights rather than children’s rights.

Kennedy’s chapter on youth policy provides a useful overview of the historical development of social services for young people in Ireland. She examines organisations for young people and the development of statutory involvement in the area. She discusses relevant social policy and examines its practice, including the recent partnership model. In addition to a long bibliography, the author also provides a list of books and articles as recommended reading.

Family Services


This book examines the changing family in Ireland during the 20th century. At the beginning of the century a typical girl born in a rural cottage left school at 12 years of age, worked on the family homestead and, if she got married, had a large family. Her granddaughter’s family life is quite different. She would have stayed on in secondary school because such schooling became more accessible in the late 1960s through the so-called Free Scheme. Her chances of non-family located paid employment were substantially higher than her grandmother’s. Furthermore, if she married, she was more likely to return to the paid labour force and would have her children cared for in a creche. According to the author, as the family in Ireland began to behave somewhat similarly to families throughout the EU, economic, rather than traditional and religious factors, have become more important. This is a useful book for documenting the social changes that have occurred in Ireland since the 1960s and the implications of those for social service provision.


The final report of the Commission on the Family set up in 1995 outlines the parameters of family policy, presents a profile of family-related issues, and analyses submissions received from the public on the family. The report contains primary research conducted on behalf of the Commission by several noted scholars and policy analysts. It also describes the various services available to families and makes recommendations for their improvement and overall effectiveness. It provides a useful report for scholars by presenting a profile of the current situation, as well as recommendations for the future.


Chapter six of this publication looks at the impact of public expenditure programmes on the family. It considers the provision of certain social services such as housing, education and health. The principle of equity, both horizontal and vertical is addressed as a key consideration.

Frail elderly, nursing homes, long-term care


O’Loughlin’s paper provides a comprehensive historical overview of older people in Ireland and the main policy developments for older people over the past forty years. She critically analyses social policies for the elderly and notes the role of key agencies for older people in Ireland. She concludes by addressing future challenges such as ageism, elder abuse and the issue of care in Ireland. As well as providing a chronology of the main social policy developments in this area, she provides a thorough and comprehensive reference list.


The national policy document for older people, *The Years Ahead* was published in 1988 and made over 100 key recommendations for the improvement of service provision for older people. This review, published almost ten years later, is an exhaustive examination of each recommendation at local, regional and national levels. It also provides an important overview and examination of the current state of social care for older people: the organisation of care structures; care at home, in the community and in hospitals and long-stay institutions; housing, partnership, and the role of voluntary service providers. The authors conclude by examining the comprehensiveness, equity, flexibility and co-ordination of care for the elderly. They recommend that future policy and social service provision should include the voice of older consumers, rather than treating them as passive recipients of provision.


In this article, Boyle critically analyses concepts in relation to community care policy with reference to older people. She takes issue with the concept of dependency and the idea of older people as a burden. She notes that the bias in statutory financial support, which is available for long-term nursing care but not domiciliary care, contributes to dependency. She argues that the health and welfare system has created dependency and that older people need to help set the agenda for service provision.

Health care related social services, convalescence and rehabilitation


Home help services in Ireland are provided primarily by voluntary organisations which receive the majority of their funding from health boards (the regional health authorities). This report, based on an extensive review of the home help service in Ireland, argues that there are three main areas that need to be addressed, in order to improve future home help provision: policy; practice; and the organisation of the service. The report notes the important role of the home help service in community care in Ireland and recommends that it is supported and financed, in order to improve the status of older people in the community and at home.

Yeates discusses the Carers’ Allowance in the context of the community care framework, the administration of other social welfare payments, and the broader gendered structure of welfare. She provides figures on the use of certain community welfare services such as home help, meals, home nursing and day centres, and gives quite detailed descriptions of the types of payments available to carers and individuals. Focusing on the status of carers, she argues that rather than focusing on benefit adequacy, there needs to be a review of the impact of public care systems. She suggests that it is a civil rights matter rather than welfare rights issue, thus broadening the debate.


This study examines carers of people with dementia and Alzheimer’s disease. The report investigates carers’ needs and the caring role, and also looks at social services available to carers and their use of such services. The most essential services for carers are relief care, short-term residential care, support groups, day centres, transport and day hospitals. The authors argue that there are gaps in the provision of formal support services, and that co-ordination of services between voluntary organisations is needed in order to address these gaps.


In this study of carers in the home, one chapter is devoted to social service support that carers might access. It discusses the extent of such services and examines their effectiveness according to carers who have used them. The chapter looks at the provision of advice and concludes that both advice and services are not provided on any large scale to carers. Consequently, social services are not being availed of, by a group in need.


This report examines the living conditions of older people in Ireland, including the extent to which they use social services, both statutory and voluntary. A breakdown of people who use services is given, including household composition, income and ownership of various amenities, and quality of housing. The authors conclude that policy interventions should focus on older people living alone, who are most at risk and in need, in order to increase their quality of life.

Disability


Quin and Redmond examine current social policy for people with disability, placing it in an historical context. They discuss the various social services for the people with disabilities and note the major role of voluntary organisations. This is a very useful chapter, which provides an up-to-date account of policy and provision, as well as recommended further reading.


This paper examines the hidden lives of women with disabilities, arguing that their sex and disability make them doubly invisible. Their exclusion relates not only to their position in society, but also to their use of services and active participation. Murray and O’Carroll present figures on education rates of women with disabilities, examining the situation in third level education, vocational training and employment. They argue that the situation of women with disabilities has not been charted by social scientists in Ireland. They raise a number of questions relating to these women’s use of social services, and argue that their inclusion in further research, could lead to their wider inclusion in social policy and policy debates.

Homeless, the poor, poverty


This book draws together disparate sources on the geography of poverty in order to initiate a policy debate. Some geographical areas of Ireland experience much higher levels of poverty than others, and this book examines the spatial distribution of poverty in order to enhance understanding. Useful for readers interested in social service provision and planning, this publication has both a policy and practice focus.


This report is based on a study of the links between poverty and discrimination against lesbians and gay men. The research shows that discrimination and prejudice disadvantage these groups and contribute to their social exclusion. Discrimination affects their access to social services such as housing, education and health care and also contributes to their potential to become homeless. Access to gay and lesbian social services can be difficult due to spatial isolation together with a lack of financial resources. The authors call for adequate public funding of voluntary social services, in order to improve effective targeting of this client population.


Silke examines the history of housing policy and provision in Ireland. The author looks at future challenges for housing including the potential partnership between the statutory, voluntary and for-profit sectors, in the provision of low-cost accommodation. This chapter is a useful starting point for the scholar and contains indicators and pointers as well as recommended reading, and a bibliography for those interested in exploring the area further.

Unemployed

Drawing on data from the Living in Ireland Survey (national surveys exploring the extent of poverty in Ireland), and data from earlier surveys, the authors show that in 1997 women earned 85.4 per cent of the average hourly men’s wage. While part of the explanation lies in the fact that typically women spend less time in the paid labour force than men, the authors argue that employment policies to equalise opportunities, rather than outcomes, are required.


Nollan and Callan’s book provides a useful discussion of the link between various factors of poverty, including unemployment. The chapter by Breen focuses on labour market measures as direct interventions. Breen examines job creation measures including enterprise schemes and temporary job creation schemes. He concludes that none of the measures introduced by government have reduced poverty in the long-term. He argues that job creation and training programmes need to be evaluated, not only to measure their cost effectiveness but also their overall effectiveness.

Immigrants and Refugees


This report deals with a timely and topical subject, given the increase in numbers of refugees and asylum seekers in Ireland, since the mid 1990s. Taking an underlying framework of motherhood, it assesses the political and cultural backgrounds of arriving refugee and asylum-seeking women in Ireland and then examines Irish social policy, to see how it deals with these women. The authors suggest that policy is inadequate in meeting such women’s demands. This report is useful for its chapter on models of quality care where these have been put into practice on the island of Ireland, and for its bibliography.


This chapter notes the relatively recent focus on refugees in Irish social policy and provides an historical context to explain this. Moran highlights the role of voluntary social service providers in this area, including their role in the development of relevant social policy. Such policy, Moran observes, has lacked strategic planning. However, current developments indicate that future policy will be more focused. The chapter provides a useful overview of an issue that is very topical in Ireland today and is bound to remain so. A reference list is also provided.

D Summary assessment of current debates in the field

Social services were provided under the auspices of voluntary organisations for a long time. Statutory provision and statutory funding and support for voluntary providers has increased only in more recent decades. The partnership model currently prevails both in practice and as an aspiration for effective delivery. In fact, as the literature on social services in Ireland shows, there is currently a preoccupation with the idea as well as the practice of partnership. The literature also reveals the important inter-relationship between social services and community development in Ireland.

Some categories of social services in Ireland summarised above, such as unemployment, appear more under-researched than other areas but in fact there is quite extensive overlap. Much of the literature on social services, social policy and local development takes unemployment and poverty as a given and starts with those implicit themes. Indeed, the literature on partnership is preoccupied with the twin ‘evils’ of disadvantage and unemployment. Thus, for scholars interested in poverty and unemployment it would be helpful to look at the literature on the organisation of social services and on efficiency and equity in the provision of services. Other examples of overlapping categories appear in the work by Ruddle and Donoghue (1995) who deal with the definition of social service provision, issues of interest to clients, and volunteering in Ireland; by Powell and Guerin (1997) who discuss patterns of relations between providers but also discuss volunteers; and by Ruddle et al. (1997), who link policy with service equity.

A category of social services which has become more important in recent years is that of refugees and asylum seekers and this is increasing in prominence. While the academy has given this area some focus, the main locus of such concern is the media where consideration has not been necessarily measured or balanced. This is, no doubt, an area that is going to receive considerable attention in coming years as the demographic structure of Ireland changes.

Effective financing and provision of the social services come across as key themes in the literature. The literature points to gaps in social service provision, for example in child care facilities, housing and equity across the country. The evident concern with how social service provision can be made more effective has given rise to the idea that local development and partnership are crucial to effective provision in the future. The delivery of social services in collaboration between the state and voluntary providers has been given prominence in several government White papers, such as Better Local Government, which deals with de-centralisation of governance and, more specifically in Supporting Voluntary Activity, which is aimed at the development of a framework for a relationship between the state and the voluntary sector.

Another theme which has arisen in recent years is that of integration, or the coordination of integrated service provision. While stated as a principle of delivery, this concept deserves further development.
A Synopsis of Social Service System

Similar to other Southern European countries, although unlike other countries in the EU, Italy has not as yet developed a social services system, with the aim of providing a universal minimum safety net of social protection, for its population. Moreover, the direct provision of social services in kind remains limited, and in 1994 accounted for around only 12% of the total public expenditure on social assistance (including pension schemes, income maintenance measures and social services).

The institutional and organisational nature of the Italian social service system is marked by the absence of a basic frame of reference in national legislation and by the considerable fragmentation of institutional responsibilities, both at the central and local levels. One consequence of this is that there is a lack of data and aggregate information, providing reliable estimates of overall social service supply. According to available data, public spending on social services, other than cash transfers, amounted to 8,800 billion Lire in 1994. Of this, local authorities spent 94%, despite an absence of guidelines or norms at a national level. Therefore, the system of social services in Italy is largely grounded on the programming and delivering capacity of local authorities and local partners. As this capacity differs greatly according to the variance between regions in the country (basically, between north and south), social services are developed very differently, independently of need.

The residual and patchy nature of public provision has encouraged many non-profit and private or for-profit initiatives, which absorb a substantial amount of market share. It is estimated that around 85% of service supply is provided by nonprofit organisations that, in turn, depend on government for approximately 50% of their finance. Thus, Italian social services are characterised by ‘partnership’ in which public authorities assume responsibility for finance and nonprofit organisations provide most of the services. The role of private for-profit providers is still very weak at the moment.

The financing system gives local administrations considerable autonomy. The lack of nation-wide norms and guidelines gives budgeting responsibility to local administrations, and to a lesser extent to local health authorities, which then develop services according to their own priorities. A large part of public finance is used for support for the elderly, people with disabilities and children or young people placed in residential institutions. So far very little has been spent on community-based and home care services. Most financial transactions with nonprofit providers are on a daily fee paying basis. Only a minority of transactions are regulated by contracts.

The absence of comprehensive national legislation has favoured the development of “category” type legislation, whereby funds are provided for specific categories of beneficiaries. Thus there is: national legislation for people with disabilities, which defines the main forms of service provision (for instance training and information services, care and rehabilitation, work integration, financial support, and housing integration); legislation for those who abuse substances which defines types of care and rehabilitation; and legislation for children and young people in difficulty. Nevertheless, geographical fragmentation together with a lack of uniformity, both in terms of quantity and type of services provided, generally persists.

In November 2000, the Italian Parliament enacted a new “framework law” (law n.328/2000), which provided guidelines for building a new integrated system of social assistance in Italy. For the first time in the country, a universalistic approach was adopted in the field of social services. It guaranteed minimum levels of service provision for all citizens (including the experimentation of an RMI programme, similar to the one operated in France), and gave local authorities and regions direct responsibility for financing and organizing social services. At the same time, the law delegates specific responsibility for managing services to third sector organizations, specifying modes of co-ordination and negotiation between public authorities and nonprofit bodies that provide services. Finally, the law promotes joint planning at the regional and local levels, calling on nonprofit organizations and local authorities to develop a more strategic perspective.

One and a half years from its enactment, the law is hardly applied. There was a change in government in 2001, and some constitutional changes (including the change of the fifth chapter of the Constitution, which empowered regions in relation to the state). This has made homogeneous implementation of the law difficult.

B Annotated bibliography

1. Comprehensive works, overview volumes, classics on social services and the welfare system


Ferrera provides the most accurate and detailed reconstruction of the Italian welfare system available to date. The book is based on a considerable amount of data and information collected for the comparative research project “Historical Indicators of Western European Democracies” directed by Peter Flora. The text reconstructs the development of the welfare system from the end of the war to the 1980’s, and examines social security, health, education, housing and social services. Country-comparisons allow the author to identify which characteristics are specific to Italy and which are common to other European models.


Considered one of the most complete books on the Italian welfare system, this text discusses a wide range of policies including the pension system, fiscal policies, health policies, education, housing and social services. Various policies are reconstructed in terms of their historical evolution, and the political processes...
that characterise them, including the conflicts and dilemmas they cause and the impact of decisions on beneficiaries. Of particular interest are the introductory chapter by Ugo Ascoli, which proposes an overall model for interpreting the Italian welfare system; the chapter by Patrizia David on social service policies; and the concluding chapter by Massimo Paci, which considers the role of “clientelism” and political patronage, in the construction of welfare policies in Italy.


This book provides a comparative-historical analysis of the origins and development of contemporary welfare systems. The second part of the book focuses on the Italian case, examining the formation of the welfare state and its structural characteristics. Considerable space is given to welfare and institutional factors, allowing the author to discuss the dualism between public and private, as a useful key to interpreting and understanding the unique aspects of the Italian welfare model. Although it does not concentrate on social services, the model proposed by the author explains many of the problems in this specific field.


This contribution considers the development of the social services system, and focuses on the crises that emerged towards the end of the 1970s. The first part of Donati’s chapter separates the historical development of social services into different periods, while the second part reconstructs the extent and salient characteristics of the social service system. The last part focuses on the crisis, interpreted in terms of legitimacy and the difficult relationship between the public sector, the demands of the population and instances of what the author refers to as “vital worlds”. Although the data provided is now obsolete, the chapter proposes an original interpretation that has been considerably drawn on in recent studies.


This book presents a collective report about the situation of welfare state in Italy. It offers data and analysis aimed to promote what the editor calls a general reform of welfare, which makes social services planning and provision closer to social needs, more inclusive and more participatory. In this second Mondadori Report, Donati focuses on the causes of the welfare crisis, and discusses its structural and long-term characteristics.

2. Supply and demand of social services


This study presents the most complete examination of social service policies adopted in fifteen of Italy’s twenty regions. Social policies developed at the regional level are very crucial in Italy because of the historical absence of a national legislation and more recently because of the modification of the Constitution that has completely delegated responsibility in planning and delivering social services to Regions. This has resulted in significant geographical differences in service provision, to the extent that it is difficult to talk of a “national” model for social services policy. Analysis of the programmes and expenditure of the different regions provide a complete picture of the Italian social service system and contribute to more recent debates on institutional performance triggered by Putnam’s celebrated book, Making Democracy Work (1993).


This book re-examines national reports prepared during the 1990-1994 five year period for the Observatory on Policies Against Social Exclusion, which was set up by the EC. It reconstructs the entire range of public and private interventions aimed at the socio-economic groups hit hardest by social marginalisation, such as the poor, the unemployed and the homeless. The policies analysed include income support, work integration, housing integration, and health. The analysis not only furnishes a picture of the different aspects of social exclusion in Italy, but also an assessment of the effectiveness of measures implemented to counter the phenomenon. A composite picture of the various types of intervention emerges at the end of the study, which the authors define as an “implicit policy” against social exclusion.


This book presents the results of a survey, commissioned by the Presidency of the Council of Ministers (Italian cabinet), to investigate poverty and marginalisation. The study analysed programmes that fight social exclusion in fourteen Italian cities (including the largest). The programmes considered were: minimum income measures; and home care services for the elderly, the homeless and children or young people at risk. The study documents the considerable fragmentation of these various interventions, due to the absence of national legislation.

De Vincenti, Claudio and Gabriele, Stefania (eds.). 1999. I mercati di qualità sociale.Vecchi e nuovi modelli di consumo. [Social quality markets]. Bari: Laterza

This report explores the condition of the elderly in Italy and analyses the level and composition of private expenditure, including costs of care and assistance. The first part of this book shows the long-term evolution of Italian families’ consumption costs. In the second part, the authors analyse different models for using social services. De Vincenti and Gabriele examine the interesting effects of a large potential demand for social services, which is unsatisfied because of the low diffusion of public provision and the high price of private services. The last part of this report highlights the role of the political economy in regulating the supply of these services.


This grey paper is the first part of a research project that studies the welfare situation in 45 Italian municipalities. The authors describe Italian welfare reforms and examine the situation of the local welfare, comparing municipality budgets...
and the degree of service provision. After a description of the different structures of municipality budgets and an analysis of the cost of elderly services, the authors compare the situations in Milan and Rome (the most important towns) where they show the different realities.

3. Definition, forms and types of social services


This text provides an introductory picture of the characteristics of social service policies in Italy. It first reconstructs the historical development of the social service system. After describing the general institutional structure and legislation, it considers the main fields of intervention. Finally, it examines the actors involved in policy-making and reconstructs the networks between them.


The first part of this contribution provides an analytical reconstruction of the history of the social service system in Italy. It begins with private philanthropic forms that preceded public intervention, and concludes with the development of the modernised social service system in the 1970’s and 1980’s. The second part of the chapter provides a general description of the main areas of social service intervention, identifying relevant legislation and the main types of services developed through specific programmes. The wide ranges of private operators in this field are also briefly described.


This book shows the historical evolution of the Italian social service system and provides very useful information on its organisational and institutional structure. Particular attention is given to the distribution of responsibilities between central institutions (the state and regions) and local administrations (city councils, and health local agencies). A picture of the main programmes in different fields is then presented, focusing on interventions for children and young people, people with disabilities, people who abuse substances, individuals with mental health problems, and the elderly. A rich bibliography allows further investigation into more specific topics. The latest edition of the book discusses the most recent changes in Italian social policy.


This study of Italian social service organisations places great emphasis on legislation. Tognetti Bordogna describes the evolution of Italian social assistance policies and health policies, since 1940. After a historical description, the author discusses the relationships between the third sector and social policy. At the end of this book there is an updated review of the legislation.


In this text, Maggian analyses the Law no. 328/2000, which concerns the realisation of an integrated system of social services. This study analyses the economic resources that are available for such a policy and illustrates the different programmes included in the new system. Maggian also discusses the role of a good local organisation in the application of this law.

4. Organisational aspects, forms, ownership, and auspices of provider


This text analyses the functioning and the main organisational problems of health and social services. The first part examines the development of organisational models. It analyses evolution from traditional institutional forms to the development of the most recent models, which are based on community care and freedom of choice for service users. The second part discusses the main organisational problems: resistance to change, assessment of the quality of services, personnel qualifications, definition of rules for access and use of services, and planning, in a field that is characterised by the presence of many actors.


In this book, Barbetta analyses the structure and the characteristics of Italian non-profit organisations. The author studies the role of the non-profit sector in relation to employment, welfare reform and financing problems. Special focus is placed on the recent development of banking foundations, which could become an important source for the autonomous growth of the non-profit sector in Italy. Finally, this study discusses the Italian non-profit sector within an international context.


In this book, the authors explore the characteristics of the different models of the Italian welfare mix. In the first part, they depict the structure of the Italian welfare mix and the problems associated with its development. In the second part, the contributors explain the different regulating processes that take place in a welfare mix regime. In the third part, problems and dilemmas concerning the evaluation of social programmes in a mixed economy of welfare are discussed.


This book is an updated and extended version of a previous book by the author that was published in 1995. In this book, Piva analyses social services, after the
introduction of welfare reform, by adopting what she calls a “users’ perspective”. In particular, Piva studies the local dimension of social service systems and new organisational forms of social service provision. The range of services considered is quite broad, extending from social and health services to labour services, leisure services, cultural services.

5. Financing


This book presents the results of a survey carried out for the Commission for the Investigation of Poverty and Marginalisation, set up by the Presidency of the Council of Ministers (Italian cabinet). The study details the level and dynamics of welfare spending by the state as well as numerous national and local bodies. The analysis also provides an estimate of welfare spending by municipalities – the public bodies most heavily involved in financing in-kind social services. Emerging from the analysis are: considerable differences in spending levels between regions; and the essentially financial character of welfare programmes, which heavily concentrate on income support transfers.


Fargion provides a detailed description of spending on social services by fifteen of Italy’s twenty regions, from 1988 to 1991. Making use of the fragmented available data, the study indicates firstly that state expenditure on services in-kind is small and secondly, the dualism between northern and southern regions, results in very low levels of spending, both in quantitative and qualitative terms, in southern regions. On the whole, the study describes the institutional performance of Italian regions in the social services field.

Consiglio Nazionale dell’Economia e del Lavoro. 1998. Spesa pubblica per l’assistenza, ruolo degli enti locali e “trappole della povertà”. [Public expenses for social assistance, the role of local institutions and the ‘poverty trap’]. Rapporto n.3 della Indagine richiesta dalla Camera dei Deputati – Commissione XII Affari Sociali, Roma: CNEL.

This report, by the Centre for Economic Research, presents a comparative analysis of the structure and levels of welfare spending in Italy, with respect to other European countries. Spending on intervention aimed at maternity, the family and unemployment are examined. To provide a general picture of the structure of social services in Italy, the role of municipalities is also analysed. Finally, selection mechanisms for access to social services, based on income (i.e., means testing), are analysed which indicate how poverty traps are produced.

6. Staff and volunteers


The first part of this theoretical and empirical report on the role and content of professional social work in Italy analyses the professional content of social work, training courses and paths to qualification. The second part discusses relations between social work and other professions, and the third part considers university social work training courses. Of particular importance are the chapters by Franca Ferrario on the evolution of the social worker as a professional, and Raffaello Maggian who compares the figure of the social worker, as envisaged in Italian legislation and regulations, to that of one envisaged in the legislation in other EU countries.


Using data from a survey conducted in Lombardy, this contribution analyses of the role of voluntary organisations in the social service system. The author identifies the main areas of intervention by voluntary organisations. She then identifies and reconstructs the role of intervention within the overall social service system and the type of relationship developed with public institutions. Although the analysis is limited to a single region, it shows the considerable importance of voluntary work in the overall supply of service provision.


Rei identifies the contribution made by voluntary organisations to the development and modernisation of the Italian social service system. Their contribution is seen as giving organisational and cultural support to the de-institutionalisation and de-bureaucratisation of social services. The analysis also focuses on the effects of the recent institutionalisation of voluntary organisations through legislative measures, and their increasingly large involvement in the provision of specialised services.


In this text, Borzaga studies the evolution of social services in Italy, focusing his analysis on the quality of work and human capital. The author explains his hypotheses and defines the role of the nonprofit sector within the most recent changes in social and labour policy.


Illegal work is a powerful obstacle to the development of a private market for care services, which today is an important field of intervention in public policy. It is important to understand the mechanisms at the root of such a phenomenon, so as to highlight the possible responses. In this text, Costa analyses the European context and explores the characteristics of illegal care work in Italy.
This book provides a qualitative analysis of the institutional and organisational mechanisms that structure relationships between social services and the socially excluded, such as the homeless. Parts one and two describe the condition of the homeless in Italy and the ways social services for the homeless function, paying close attention to mechanisms of exclusion and reintegration. Part three by Silvia Tiso draws on individual life histories to analyse the treatment of specific cases. Part four by Mauro Pellegrino presents a picture of the overall system of social services for these groups in Italy and in Europe.

Micheli, Giuseppe. 2001. “La configurazione dei legami forti e la gestione delle emergenze”. In Quadro studi sulla vulnerabilità sociale. [The configuration of strong ties and the management of emergencies] Milano: Guerini

This text analyses the effects of social ties on strategies that families adopt to cope with emergencies. The author reconstructs the family network on the basis of a survey conducted in Lombardy in 2000. The structure of the family model and the force of the social ties are seen to determine the different approaches to coping with emergencies. Micheli explores economic and relational difficulties within families that define the role of networks in coping strategies.

8. Efficiency, effectiveness and equity of social services provision and financing


The authors propose a model for analysing the effectiveness and efficiency of social service policies using an approach based on public policy analysis. The methodological contribution of this chapter is to suggest that a system of assessing social service policy that is attentive to its’ impact on target populations should be developed. The lack of such tools are revealed as a major limitation of public administrations responsible for the development of welfare policies.


The problem of quality is an important issue within the debate on social and health services. In this book, Ranci Ortigosa and others analyse the different approaches to evaluating quality. They focus on three approaches: the technical-professional approach (Maria Chiara Setti Bassanini); the economic approach (Paolo Belli and Emanuela Antonazzo); the organisational approach (Daniela Oliva and Raffaella Giorgetti); and the participatory approach (Ugo De Ambrogio). In conclusion, the editor critically describes the development of these various types of evaluation methods.

9. Patterns of relations among providers, including partnership


This book provides an ample description of the third sector’s involvement in welfare policies. It proposes a model of the relationship between the third sector...
and public authorities in Italy, which is characterised by mutual accommodation. The effects of this model on the overall structure of the social service system are considered, together with a critical analysis of the recent process of privatisation.

Fazi critically reflects on the first Italian developments of the welfare mix through an integrated model for formulating and implementing welfare policies, through a close relationship between public authorities and private or non-profit providers. The author analyses the introduction of contracting-out in social services and assesses the main outcomes both from an organisational viewpoint and a user viewpoint. There is also an analysis of partnership practices and policy proposals that advocate the development of greater cultural integration between public and private or non-profit actors.

In the last decade, there have been profound changes in public regulation models of social welfare initiatives in many western European countries. There has been a strong privatisation of direct provision of services, while the state has still retained the responsibility for financing. In this article, Pavolini attempts to offer a systematic framework of such models, comparing their main characteristics and showing how they have spread throughout the various Western European countries, following partially different routes.

This book analyses the interaction between the public and the third sectors concerning the regulation, financing and production of social services. Fiorentini defines these questions by looking at both economic and organizational issues. He analyses recent Italian legislation, with a particular focus on the fiscal reform of the non-profit sector (1997).

10. Innovation and change


Mingione provides a good overview of the current debate on welfare policies in Italy. Particular attention is given to the development of social services for addressing issues of social exclusion. The social and geographical features of social exclusion in Italy are considered in relation to the effects of recent changes in the job market and in the family. The features of the social services system that are family-oriented and institutionally fragmented are then re-examined. Finally some priorities for the development of innovative policies are proposed.


Trifiletti provides a thorough description of welfare policies concerning the elderly and children. The author presents their historical context, and discusses recent privatisation processes and the redirection of welfare spending to cheaper services. She pays particular attention to the impact on the family in their historical role as carers in Italy.

This book critically assesses the recent trend towards the privatisation of welfare. The first part describes the role of the third sector in the development of a welfare mix. The second part discusses organisational and cultural changes, induced by the development of welfare that are based on a flexible supply of care services. The last part analyses the implications of this transformation for the organisational structure of public administrations.

This article discusses the main challenges Italian social services will face in the future. It pinpoints three key challenges: the amount of public resources devoted to social services, to be expanded in the future; the governance of publicly-funded services provided by the third sector; and innovative services introduced in recent years. The author presents risks and opportunities related to their development.

11. Bureaucratization, commercialisation problems


This contribution is part of a wider research project co-ordinated by Ralph Kramer on the privatisation of social services for people with disabilities in Italy, the United Kingdom, the Netherlands and Norway. The chapter on Italy analyses the impact of contracting-out on nonprofit organisations working in the area of disability, and on inter-organisational relationships, particularly between nonprofit organisations and public authorities.


Barbetta examines the consequences of contracting-out as a tool for regulating relationships between public authorities and private social service providers. The author focuses on the conditions required to guarantee genuine increases in efficiency and quality, and verifies the extent to which these conditions are actually considered in contracting-out practices. He concludes that usefulness of contracting-out is limited by the absence of competition between private or non-profit suppliers, the weak definition of political objectives and the wide margins of discretion exercised in selecting contractors.

This article looks at changes in types of financial and contractual relationships between public administrations and nonprofit social service providers. It first looks at the 1980s and outlines the typical features of the traditional model of “mutual agreement” between the state and the third sector in Italy. It then focuses on recent privatization and the introduction of contracting-out. Among the unexpected effects of privatization are the proliferation of different organizational models adopted by nonprofit organisations, and the development of forms of coordination between them.


In this report, Ascoli, Barbagli and Cossentino define the structure of the social service system in Emilia Romagna. In the first part (by Barbagli, Pisati and Santoro), the authors analyse the most important changes in the social structure of Emilia Romagna. In the second part, Ascoli and Pavolini describe organizational and political challenges of social policies in Emilia Romagna. In the last part, Ecchia, Carassiti and Mazzanti present evidence on the costs of social policy through analysis of municipality and regional budgets.

12. Comparative, cross-national issues


This report analyses the institutional structure of welfare policies in Italy, the United Kingdom, Germany, France and the Netherlands. The section on Italy analyses the distribution of responsibilities between central government, regions, provinces and local authorities and describes and compares the different profiles in Germany, the Netherlands, the UK and Italy. A final comment by Carla Collicelli examines similarities and differences between the five countries studied.

Ranci, Costanzo (ed.) 2001. L’assistenza agli anziani in Italia e in Europa. [Social policy for the elderly in Italy and Europe.] Milano: Angeli

In this book Ranci and others analyse and compare the characteristics of social care markets in Italy and in Europe, with special emphasis to services for the elderly. Pavolini, Gori, Costa and Torri describe the different profiles in Germany, the Netherlands, the UK and Italy. In the last part Ranci assesses the evolution of care social markets in Europe and Italy, and presents policy indications for Italian policy makers.

13. Current trends and policy issues


This book reviews changes in the formation of the family in Italy and discusses the division of labour in the family and family finances (including income, consumption, transfers and taxes). It then concentrates on the network of relationships between the family and social services. What emerges is a picture of the family performing the functions typical of welfare systems, without adequate support from the state. The book is a valuable description of the family orientation of social service systems in Italy.


This text provides a thorough analysis of the most important current changes in the Italian welfare system, and compares these with current developments in other European countries. Particular attention is given to the institutional and methodological mechanisms that inhibit policy change, which are increasingly necessary due to the emergence of types of risk that are not adequately covered by the current welfare model. Though its scope goes beyond social services, the text discusses many issues relevant to current developments in this specific field.


This book provides a general framework for understanding how relationships between public administrations and the third sector are evolving in the field of welfare policies. The introduction by Ugo Ascoli provides a brief description of the main trends: privatisation of service provision; the development of contracting-out and new forms of partnership between public and private actors; and the increase in the role of the third sector in the welfare policies, with stronger business capabilities. Useful articles include those of Sergio Pasquinelli’s, on the role of the third sector in welfare policies in European countries, and Franco Pina’s, on the role of nonprofit organisations in addressing issues of marginalisation and social deviance.


In this book, Ranci and the others analyse the construction of social care markets in Italy and in Europe. The main characteristic of social care markets is the transformation of both social needs and social policies. In the second part, Pavolini describes the diffusion in Italy and Europe of voucher and accreditation procedures. Costa analyzes the policy to promote regular employment in the field of social care; and Gori describes the evolution of care allowances in Italy and Europe; and Vitale critically examines the connection between social policy and labour policy in the development of social care markets.

C Special fields

Child and youth welfare

This text analyses welfare policies developed to counter hardship and marginalisation among young people. It provides a general picture of the social processes underlying hardship among young people, which may result either in social exclusion or deviance. It illustrates the main public and private welfare programmes for young people, focusing particularly on “youth projects” set up by some local authorities. It tackles a few specific subjects including methodologies for the design and assessment of intervention to fight hardship among this group.


This report for the Commission for the Investigation of Poverty and Marginalisation provides detailed analysis of interventions for the social integration of children and young people in fourteen large urban centres (including most major Italian cities). Legislation at national and regional levels is discussed, and several types of intervention are analysed including: foster care and other forms of temporary residential care for children and young people at risk; educational initiatives; and specific projects aimed at adolescents. The report shows a fragmentation and a lack of uniformity in the measures implemented.


One chapter in this book describes policies for the protection and care of children. It discusses the recent debate on childcare services, revealing that little importance is placed on reconciling household work and paid work. A thorough description of existing pre-school childcare services follows, focusing on the history of infant and pre-school nurseries. Compulsory schooling and education services are then discussed.


Trifiletti analyses the development of welfare policies for children. She examines the general historical background against which policies for children have been developed and reconstructs the policy network, characterising phases in which child policies have become part of the political agenda.

Family services


Saraceno summarises the main characteristics of public policies for family support. More attention is generally given to marriage than to children; the financial cost of children is not fully recognised and difficult to sustain; and the family (the definition includes the extended family) is used to ration state resources and avoid further investment in services. There is progressive shrinking of public policies in favour of the family and policies for the poor. According to the author, taken together, these factors explain the paradox that countries most heavily imbued with a “family” ideology, nevertheless, develop so little family policy.


Bosco illustrates major welfare interventions developed by local administrations to support families in difficulty. Regional legislation supporting families are discussed, followed by analysis of welfare interventions in a few large municipalities, with particular impact on the family, home care services and income support measures.

Ferrucci, Fabio. 1998 “Gli orientamenti delle politiche familiari in Italia alla fine degli anni ‘90”. [The orientation of family policies in Italy at the end of 1990.] Sociologia e politica sociale, 1, 3, 47-78

Ferrucci presents the most recent changes in family welfare policies: new criteria for access to income support measures; new services for very young children; alternatives to standard nurseries; and new measures to reconcile work and care and to facilitate access to health services and housing. In examining these measures, the author points out continuities and discontinuities with respect to past family policies.


This report is the first publication of the Family National Observatory, which is co-ordinated by Marzio Barbagli, Pierpaolo Donati, Giovanna Rossi and Chiara Saraceno. The aim of this Observatory is to collect data about the conditions of families in Italy, and to research public policies, which implicitly or explicitly address the family. Included in this report are 14 studies that analyse the family condition and family policies.

Frail elderly, nursing homes, long-term care


This contribution analyses policies on home care for the elderly in Italy. The first part presents the available data on different types of social services for the elderly (including residential care institutions, home care services and day centres) and the second part looks at innovations that prevent the institutionalisation of the elderly who are not self-sufficient. The contribution is one of the few to provide a general picture of social service policies for the elderly, which underline the fundamental role of women in the provision of care in Italy.

In this book, Gori examines social policies for dependency in old age, that have been adopted in Italy over the last few years. In particular, Gori pays attention to financing of care, regulation of residential services, innovation in community-based services, support of informal networks and evaluation systems for social services. In conclusion, Gori develops some indications for the construction of new social policies addressed to the elderly.


Italian public policies towards the frail elderly are underdeveloped in terms of both quantity and quality. The bulk of care responsibility lies with the family, and private provision of paid care is flourishing. Although, the last decade has been characterised by significant signs of improvement – an increase in public resources committed to long-term care, together with increasing interest of politicians and scholars towards this issue, – the situation is still highly critical. In such a context, several questions on solidarity arise, with reference to the degree to which this value is actually embedded in public policies, what are the most relevant issues and how the main actors involved are concerned. The article aims to answer some of these questions, taking into consideration the points of view of the main actors involved: elderly people, carers and professionals. In doing so, the article discusses the targets of public services, differences in their provision across the country, the rise of care allowances and the private provision of paid care. The article presents these problems that are crucial to develop in Italy more public responsibility for the needs of the frail elderly and sets an agenda for the next decade. How policy-makers will be able to manage these issues will determine whether and how the value of solidarity will shape Italy’s long-term care policies in the future.

**Disability**


This chapter presents a complete review of services for the disabled in Italy up to the end of the 1990s. It was written when the development of the social service system for people with disabilities was virtually complete, and thus remains valid today. It describes the size of the phenomenon and the current definitions used in welfare policies. This is followed by a review of the main forms of intervention: including measures to assist people with disabilities; programmes for integrating children with disabilities into schools; laws establishing the right of the people with disabilities to work and work integration programmes, and health and social service rehabilitation programmes.

**Homeless, the poor, poverty**


Morlicchio analyses the mechanisms of impoverishment in Naples. The hypothesis is that social exclusion depends less on the social and cultural characteristics of the urban environment in which those subject to impoverishment live, and more on the processes of de-industrialisation, that has affected Naples over the last decade. The analysis therefore focuses firstly on the progressive deterioration of the labour market and the spread of unemployment, and secondly on the functioning of informal family networks in limiting the damaging effects of unemployment. In conclusion, several welfare and labour policy proposals are discussed.


This book tackles the subject of housing exclusion, focusing on the political construction of the problem and on the main forms of treating it. Homelessness is defined as a problem of social exclusion rather than a mere lack of housing. Consequently, various interventions are proposed, which seek to combine housing reintegration measures with social work supervision and care aimed at reintegrating the homeless into society and the labour market.


This text presents the results of a study of case histories of families suffering hardship. The focus is on four factors: financial poverty; the presence of a family member with a disability; the presence of an elderly relative in need of care; and the presence of a large number of children. Analysis of the case histories of these families highlights not only their social biography, but also the role of social services in the prevention of or failure to prevent impoverishment. A few general observations by the authors place the empirical results of the study within the theoretical debate on poverty.


These two reports for the Feantsa European Observatory on Homelessness, tackle the subject of housing reintegration for the homeless. The reports analyse the overall situation of existing opportunities and then focus on specific innovations, in which housing reintegration has been combined with social care and supervision. A few general observations are made about the impact of these innovative measures on the overall structure of social services and their capacity to respond to serious housing hardship.


Kazepov analyses the institutional processes of poverty and social exclusion, comparing Germany and Italy. The author describes the main social changes which have transformed the risk profiles of the population and contributed to the emergence of new forms of social exclusion. Social risk structures are then compared with social rights recognised under legislation, and with the ways institutions deal with poverty. In conclusion, a typically Italian model of social welfare policy, is proposed.

In this book, Benassi studies Italian social policy that seeks to rectify poverty and social exclusion. In particular, the author focuses on the regional differences in Italy and compares Milan and Naples. The aim of this text is to study the poor that live in Milan and Naples and the characteristics of the local welfare system.

### Unemployed


Chapter six of this book reconstructs the Italian unemployment model and shows its geographical differences and the consequences of unemployment for poverty levels and social exclusion. It provides evidence of the fact that a large part of the unemployed in Italy are young people and women. Chapter twelve describes the entire range of labour policies, including intervention with strong welfare connotations, such as support for the long-term unemployed, the supply of socially useful jobs financed by the state, the encouragement of female employment and employment for those with disabilities. The chapter discusses institutional and organisational factors that constrain the development of active policies and a pluralist approach to the problem of unemployment.


In this book La Rosa and Kieselbach present the results of research into the problems that young people face when entering the labour market, and how these problems can hide problems of social exclusion. In particular, the authors discuss the characteristics and dynamics of unemployment among the young, which constitutes the main source of unemployment in Italy.

### D Summary assessment of current debates in the field

Debates on the state of social services in Italy have grown enormously in recent years, along with the development of political reflection on progress in the welfare system as a whole. For a long time, social service policies were formulated in Italy as “implicit policies”, with no thorough examination, either within research or within politics. Recent transformations of the welfare system and the emergence of limits to welfare coverage and pension schemes have brought discussions of in-kind social services to the centre of the debate. In this context, the most promising lines of development seem to be the following.

- Reflection on the relationship between social services and care provided by the family and informal networks, in which the historically fundamental role of the family is evident. The accentuated “family” nature of the Italian system now appears to be in crisis, due to profound changes in the family structure.
- Reflection on the effectiveness of policies to fight poverty and social exclusion. The idea that welfare policies should change direction and aim at social and work reintegration for the disadvantaged is making headway.
- Reflection on the mixed nature of social service models with a wide range of private or nonprofit providers alongside state financial support – although the work of these providers is poorly co-ordinated and badly regulated.

On the whole, it seems that the near future will bring growing and informed academic debate in the social services field, aided by the recent establishment of university level training courses in social work.
Latvia
by Linda Ziverte
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A. Synopsis of Social Service System

In Latvia, the term ‘social service’ is more often used and understood in a general and rather abstract way. It is not really clearly demarcated or understood to have any specific features. The currently valid legislation does not provide accurate definitions for either ‘social service’ or ‘personal social service’. However, in relation to the given terms, one field of social policy that is usually referred to, is social assistance or to be more precise, services of social assistance. The objective of social assistance is to guarantee social protection to people who are unable to provide for themselves, or to overcome specific difficulties in life when they do not receive sufficient assistance from elsewhere. The aim of social assistance is to ensure assistance to those members of society who find themselves in poverty, or any other situation of social risk and to promote their integration into society. It applies to those where: (a) no other social security actions have been applied; or (b) such actions have been insufficient in terms of increasing the self-help capacity of these individuals. Adopted in 1995, the law ‘On Social Assistance’ prescribes three types of social assistance.

1. Material assistance – payment of money and material benefits that depending on the kind are financed either by the state or the local government. State social benefits are generally of universal character as entitlement to this benefit depends upon the individual belonging to a definite group and not upon his/her specific needs (e.g., state family benefit, remuneration to foster families/guardians). The other kind of monetary or material benefit is social benefit provided from the local government budget.

2. The law ‘On Social Assistance’ stipulates four main types of social benefit as a form of social assistance – benefit to poor families, apartment benefit, care benefit (in the case of taking care of an elderly individual, an adult or child with disabilities) and death grant. In addition, in order that local government can respond quickly to local need, it has been empowered with much freedom of choice and action and can grant other benefits as well.

3. Social care – the target group for social care are individuals who find it difficult to take care of themselves. Social care may be financed either from the state budget or the local government budget. Social care may be provided in institutions or alternative forms of care may be developed, including for instance home care for the elderly or for people with disabilities, day centres, foster family care, guardianship, and adoption.

4. Social rehabilitation – A complex group of activities, which aim to help individuals regain social status and/or improve their ability to function and integrate into society. This includes renewal of their physical, intellectual, psychological and professional abilities. Social rehabilitation embraces the development of crisis centres, services with the aim of providing individual assistance and services for the renewal of health and working capacity. Target groups of social rehabilitation are the elderly and people with disabilities, individuals discharged from prison, drug addicts, children who have been abused.

Vital changes are expected in the field of social assistance soon. A new law ‘On Social Assistance and Social Services’ has been drafted. It will take effect from the year 2003. The need for drafting a new law is a fairly radical step in the development of social assistance. This has been prompted by several considerations and is rooted in the fact that the present law does not address issues raised by the current and existing reality. Currently choice is restricted and the need for diversity of services, the client’s right to appeal, the quality of services and the involvement of various carers are not recognised. Irrespective of the fact that the law makes mention of such forms of social assistance as social care and rehabilitation, it focuses on the material assistance thus narrowing the real tasks and objectives of social services.

The new draft law outlines three types of social service – social care, social rehabilitation and social assistance. The objective of social care services is to ensure that the quality of life for individuals is not lowered due to either age or malfunctions because they are not able to maintain it themselves. The objective of social rehabilitation is to avert, or reduce, negative social consequences caused by disability, working incapacity, imprisonment, drug addiction, violence or other factors. Social assistance is defined as material assistance to poor individuals or families, and as the promotion of able-bodied individuals, in order to ensure that individuals can meet their basic needs.

On the one hand, the effect of the new law could be not only to change awareness about social assistance, but also to simplify the tasks of social workers. On the other hand, a good law by itself does not ensure successful implementation. Rapid change in laws and the implementation of problematic, or even impossible norms, is a characteristic feature of societies in transition. Difficulties envisaged in relation to this situation (e.g., for several norms to be implemented at the local government level) include the fact that in addition to increased financial resources, there will be a corresponding need for growth in infrastructure (including information technologies and human resources).

In 2000, total expenses for services of social assistance constituted 1.9% of GDP, which has in fact not changed since 1996. An analysis of expenses in the year 2000 for different services of social assistance highlights the following trends. Firstly, most expenses can be attributed to state social benefits (1.35 % of GDP). Secondly, benefits still constitute the greatest part of social assistance expenses in the local government budgets. For several years they have fluctuated between 69-76%. Thirdly, during the last year there has been a drastic increase both in the volume of resources used for social care benefits (in comparison with 1999 it has increased 2.13 times) and the number of beneficiaries (in comparison with 1999 it has increased 2.19 times). This reveals not only that home care is increasingly required but also that local government tries to meet this demand. Fourthly, despite the growing number of people entitled to poor family benefit (i.e., in comparison with 1999 the numbers of those entitled has increased by 5.6 times), given the shortage of resources local governments decline such requests. This tendency
discloses a long-standing problem in the population – a shortage of income that cannot be compensated with social assistance benefits from local government. Fifthly, the increasing volume of resources local governments spend on social benefits, due to fees for medical care and education of children. It reveals that today social assistance partly compensates for the problems existing in the systems of health care and education.

The number of qualified specialists in the field of social services is increasing every year. However, there is still a shortage of them. It is planned that there should be one social worker for 1000 inhabitants, but in 1999 the average was one for 3000 people. In 1999 only 9% of all social workers had higher education. This is an especially burning issue in small towns and in the countryside, as the majority of educated people strive to find employment in the capital.

The responsibility for social services is divided between the state and local governments.

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Local governments may delegate certain social assistance functions to NGOs and natural persons, namely, home care, day care centres, sheltered workshops for those with mental disabilities or physical disabilities (e.g., the blind and visually impaired).

Special agencies have been established to facilitate the administration of services in the area of social assistance. Social assistance services are administered by the Social Assistance Fund (SAF).

One of the prerequisites for the development of the new social security system is the development of the legal framework. In 1995 the Saeima enacted a package of social security laws, paying particular attention to the establishment of a financially strong, client-oriented independent social security system.

The basic principles of the social security system, the main social rights of the individual and prerequisites for their exercise are regulated by the Law ‘On Social Security’, adopted in 1995. The given law determines the basic principles of social security, equal guarantees, solidarity, social insurance and assistance, preventive measures, self-governance and individual approach. The law also defines the main social rights and obligations of people, the main criteria for their implementation. The law also describes various types of social services and promotes social justice and security.

The 1996 Law ‘On Social Assistance’ is the most important law regulating nationwide social assistance issues. The law stipulates the types of social assistance, the types of state and local government provided social assistance, obligations of the state and local government in the provision of social assistance, the range of people entitled to receive social assistance and social benefits, and defines payments, like birth grant, child-care grant and family benefit.

An essential component of the social assistance system comprises services provided by different kind of social assistance institutions.

“Requirements for Providers of Social Assistance Services” of 1998 are regulations prescribing general demands to providers of social assistance services. The service provider may be local government, or a private organization or association, or a non-governmental organization. Institutions to which these regulations apply are social care institutions for children/adults, crisis centres, day care centres for people with mental disabilities, night shelters, social assistance services, providers of home care services etc. The regulations set out requirements in respect of the organization of work, the number of staff members, the distribution of tasks among the staff, and the professional qualifications of the staff.

There are specific legal acts that establish social protection for specific (social risk) groups or for specific situations – the Law “On Medical and Social Assistance for the Disabled” of 1992, the Law “On Social Protection of Participants of the Liquidation Operations after the Chernobyl Accident and Families of Victims of the Chernobyl Accident”, Regulations of the Cabinet of Ministers No. 75 “Regulations on Social Assistance Benefits to Poor Families and the Assessment of the Material Situation of Poor Families” of 1996.

B Annotated Bibliography

1. Social services and the welfare system that are of a more comprehensive nature – overview volumes; “classics” in the field


The annual Social Report, published by the Ministry of Welfare of the Republic of Latvia, has become a kind of classic and an inalienable part of social policy in Latvia. Issued on a regular basis, being accessible and easily comprehensible, it has won a large audience, ranging from students to experts in social policy, both abroad and in Latvia. The Social Report is prepared with the participation of foreign and local experts by a working group at the Ministry of Welfare. The objective of the Report is assessment of Ministry policy and awareness raising about the social security system in the state. Moreover, every year alongside general descriptions of the situation, an especially important issue for society is considered. One section of the annual Report presents an analysis of social assistance services – not only a description of the present situation, but also an assessment of the policy that is being implemented, the burning issues, projections and feasible solutions. The Report is supplemented by an appendix, which presents general statistical data in relation to social services. The English and Latvian version of the Social Report is available in the Internet: http://www.lm.gov.lv


This is one of the first documents discussing the strategy and vision in relation to the development of social assistance services. It contains an assessment of the situation and outlines the main issues. These include: the need to develop a new kind of relationship between the state and local government; the financing principle where ‘money follows the client’; the need to introduce an appeals mechanism; liabilities for transfer of social care services to local government and institutions; and the development of alternative social care services.


The importance of the ‘Concept’ lies in the fact that it is one of the first more extensive documents that not only underlines the need to develop alternative social services, but also presents concrete ways of addressing problems. At present,
alongside a fairly vast network of institutional care (55 children’s homes/shelters, 59 old people’s homes, 28 homes for people with mental illnesses and people with specific needs), alternative types of care are being developed (currently there are 12 day centres for people of retirement age, 7 day centres for individuals with mental disabilities, about 7000 people receive care, social homes have been opened). However, since this is insufficient there are huge opportunities for social service development. The Concept specifically focuses on increasing the motivation of local government and other institutions in the development of versatile, market-based, social care service delivery system. The full text of the Concept is available on the home page of the Ministry of Welfare of the Republic of Latvia.

2. Supply and demand of social services


The Social Assistance Fund is an institution supervised by the Ministry of Welfare. One of its tasks is gathering, analysing and summarizing state statistical information about social assistance. The publication contains a brief description and statistical information about social assistance. The main conclusions are concerned with proposals in relation to the following social assistance services – quality assessment, coordination, financial management, methodical aid to develop the social assistance system, and ensuring provision with information.

Statistical information analysed by the Social Assistance Fund is available in summary form on the Internet: [http://www.spf.lv](http://www.spf.lv)

3. Definition, forms and types of social services


The Report of the Ministry of Welfare is structured in relation to the system of the social security system of Latvia, which embraces social assistance, social insurance, employment policy and the health care system. It also comprises information about various types of social services that are being provided today, their characterization, statistical surveys and the trends prevailing in each field.

4. Organisational aspects, forms, ownership, and auspices of provider (e.g., state-run; quangos; for-profits; nonprofits)


For the last six years, the UNDP has supported the drafting and publication of the annual review on human development, in Latvia. Each year the Report focuses on one aspect, essential for the development of the nation. The 1998 Report has two basic objectives. Firstly, to identify the basic aims of the nation’s development. Secondly, to investigate and explain the mechanisms for attaining these aims. Underlying attention in the Report focuses on three key actors – the individual, the state and the private sector. It examines the way that they co-operate one with another and the role of each in relation to the promotion of balanced development of the nation. Within the framework of the given topic, the issues concerning the individual are discussed. On the one hand, the individual is influenced by contemporary liberal ideology, advocating that each is responsible for themselves, and on the other hand, the impact of the soviet heritage about the state and its all embracing liabilities remains strong. The Report also analyses the capacity of public management and its conformity to the basic principles of good management for instance – public accountability, participation, and transparency. With regard to private sector involvement, attention is focused on the ways that private institutions get involved in solving social issues, specifically their readiness to co-operate with the state and non-governmental organizations. The problems that have deserved special attention are as follows – socio-economic inequality and poverty, ethnic relations and integration and regional differences. All the Reports published (1995-2000/2001) are available on the UNDP home page: [www.un.h](http://www.un.h)


The 2000/2001 Report is devoted to policy as a process and policy analysis. Among other things, it explores: the way the needs of the individual and society are co-ordinated; the extent to which individuals and social groups exert influence on policy that address their interests; the way given issues are incorporated into the decision making process; and the ways new policy agents are getting involved. These include the ability to act (education and knowledge), the ability to use information technology, inhabitants’ participation in decision making and public accountability of local government. The chapter also describes different aspects of local government capacity that are important, such as the development of social services.

Additional information about non-governmental organizations in Latvia and other useful links may be obtained in the Internet address: [www.ngo.org.lv](http://www.ngo.org.lv) (Centre of Non-governmental organizations).

5. Social service financing

“Sociālās palīdzības pasākumu finansējums” [Financing of activities of social assistance], 2000 Pp 15-59 In Latvijas Republikas Labklājības ministrija, Sociālās
Professor Chris de Neubourg from Maastricht University has actively participated for many years in different reform activities executed by the Ministry of Welfare. He has considerably contributed to the analysis of social policy by acting both as a consultant/adviser in drafting the annual Social Report and participating in different local and international research projects. Focusing on 6 countries, Hungary, Latvia, Bulgaria, Moldova, Armenia and Kyrgyzstan, this report analyses social assistance policy programmes in 26 of the so-called transition countries of Central and Eastern Europe. The author defines social assistance as social risk management and analyses the social policy instruments used in countries that are being used for reducing the new social risks that have emerged in the 1990s. There are attempts to find common rather than different tendencies and problems, simultaneously stressing that every country has a differing social assistance system, both in objectives and outcomes. The material is available at the library of the Ministry of Welfare of the Republic of Latvia.


This review presents a survey of the laws on social services in the 5 above-mentioned countries. It specifically highlights issues such as the definition of social services, their types and providers, the range of liabilities between state and local governments, financing of social services, requirements of service providers, and clients’ rights and duties. It also presents an insight into the administrative territorial division of each country, the ideology and history of the welfare state and their impact on the development of social services. The conclusion contains draft proposals for a Latvian Social Services Act. The Appendix to the Review presents certain binding legal acts in English and their translation into Latvian. The material has not been officially published and is only available at the library of the Ministry of Welfare of the Republic of Latvia.

Tausz, Katalin (ed.). 2002. The Impact of Decentralisation on Social Policy in three East-Central European Countries (Hungary, Latvia, Ukraine). Open Society Institute. This comparative research describes one of the trends in social policy in Latvia and other countries of the transition period, namely, decentralization. The research highlights both the positive outcomes of decentralization, for example, strengthening the autonomy of local government and delegation of functions among others as well as the dark side, including the uneven quality of social services in providing similar services, the fact that social assistance does not always reach individuals who need it most of all and difficulties in establishing an efficient uniform database. Existing tendencies and main social problems are also examined. The results of the research are available in the Internet: http://tgi.ose.hu.


This is a compilation of materials from the 2001 conference “The Reform of Welfare System in Latvia – the Present and the Future”. One conference theme was "Comparative, cross-national issues". The author defines social assistance as social risk management and analyses the social policy instruments used in countries that are being used for reducing the new social risks that have emerged in the 1990s. There are attempts to find common rather than different tendencies and problems, simultaneously stressing that every country has a differing social assistance system, both in objectives and outcomes. The material is available at the library of the Ministry of Welfare of the Republic of Latvia.

13. comparative, cross-national issues

the assessment of the social assistance system, both by local and foreign experts and policy makers. One of the objectives of the conference was to stimulate wide discussion in society and to promote participation.


Every year the Ministry of Welfare of the Republic of Latvia announces a tender for carrying out research about different topical issues. Successful bids are then financed. Part of the annual research is concerned with issues about the introduction and assessment of social services, the needs and opinions of the population, and outcomes, which comprise concrete proposals or recommendations. The following research project are very interesting. “Research on Family Situation in Latvia” (1999); “Feminization of Poverty: the Shift of Risk Factors in Latvia in the Period 1991-1999” (2000); “Social Problems of Youth in the Rehabilitation Process from Drug Addiction” (2001); and “Ensuring of Social Guarantees in Local Governments to Parentless Children after Reaching the Age of 18.” Since there is little research about social services in Latvia, this research series is both valuable and informative. The research papers from this research programme are available on the Ministry home page www.lm.gov.lv and at the Ministry library.

15. Other topics not elsewhere covered


This book is based on research about life conditions. In 1999, in partnership with the Norwegian Institute of Applied Social Research FAFO research was simultaneously carried out in Latvia, Lithuania and Estonia. The first ‘life conditions’ research was conducted in 1994 and a book was published. The 1999 research is a current assessment of the situation. About 10 years have passed since independence was regained and the development of the present social security system, therefore it is essential to assess its impact upon the life conditions of the population. The research of life conditions provides information about several aspects including different layers and groups in society, about interconnection of different phenomena – life conditions and place of residence of households, composition of households, the employment of its members, the economic conditions, self-assessment, and networks of social contacts.

Additional information about different issues on life conditions based on the analysis of household budgets, as well as other statistical data, can be obtained in the Internet: www.csb.lv (Central Statistical Bureau).

C Special Fields

Child and Youth Welfare

Additional information about issues concerning children’s rights may be obtained in the Internet: www.abtac.lv (State Children’s Rights Protection Centre); www.redcross.lv (Latvian Youth Red Cross).

Family services


This research investigates the following – the availability of services to families with children in local government; the needs of such groups; services that are most in demand; the assessment of provided services by beneficiaries; the adequacy of services in relation to needs and wishes; and the ability of service providers to provide quality services. Information about services provided by the state and non-governmental organizations is also given. The results of the research are available on the home page of the Ministry of Welfare of the Republic of Latvia: www.lm.gov.lv


The author describes the situation of families with children in Latvia, presents a comprehensive review of economic, social and demographic tendencies, and assesses their impact on families with children. When analysing the different social security system services available to families with children, attention is also paid to the need for alternative services to families with children (such as guardianship, adoption, foster families, and family orphanages).


The development of the ‘State Family Policy Concept’ is one of the steps taken to attract the attention of different policy makers to the situation of families in Latvia. The problem lies in the fact that, even now, there is no uniform
integrated family support policy in the country. At the level of social services, it is the individual and his/her problem solution that is focused on, thus leaving family problems in the background. The family is treated in a fragmentary, rather than in a complex way. The working group for drafting the ‘Concept’ included experts and specialists in different fields and their findings were discussed publicly. The ‘Concept’ not only both summarizes a considerable amount of information and describes the present situation, but also makes recommendations and suggests concrete actions. The full text of the ‘Concept’ is available on the home page of the Ministry of Welfare of the Republic of Latvia [www.fm.gov.lv].

Additional information about the services available to families can be obtained on the Internet [www.papardeszieds.lv] (Latvian Association of Family Planning and Sexual Health).

Health care related social services, convalescence and rehabilitation


The article describes the rehabilitation of victims of violence in Latvia, the services that are available and the methods of work, together with their dilemmas and problems. The article is based on the research about the correlation between violence experienced in childhood and violence in partnership.

Additional information about the HIV/AIDS problems in Latvia can be obtained in the Internet, using the following addresses: [www.aids-latvija.lv] (AIDS Prevention Centre); [www.aids.lv] (NGO “Latvian Association for Safe Sex”. The aim of the Association is to restrict the expansion of HIV/AIDS/STS in high risk groups); [www.gay.lv] (Homosexuality Information Centre).

Disability


The objective of the ‘Equal Rights Concept’ is to attract the attention of society and policy makers to individuals with specific/special needs. The ‘Equal Rights Concept’ provides analysis of the present situation, and highlights to what an extent the rights of people with special needs are observed in social care policy, including education, home, health care legislation, and infrastructure. The ‘Equal Rights Concept’ suggests solutions for improving the situation. It is noteworthy that this document of national importance was drafted with the participation of representatives of policy makers, interest groups and NGOs.

Additional information about people with specific/special needs can be obtained on the Internet, using the following addresses: [www.inbrc.lv] (Latvian Association of the Blind); [www.apeirons.lv] (Association of the Disabled and Their Friends); [www.vcb.lv] (State Human Rights Bureau).

Homeless, the poor, poverty


This is one of the most comprehensive research publications about poverty in Latvia to date. It discusses the impact of economic processes on the standard of living in general, and on poverty in particular. Analysis of poverty is carried out simultaneously with investigations of the effectiveness of different social policy instruments and about the survival strategy of individuals. The work contains a thorough analysis of the results of household budgets obtained from the Central Statistical Bureau of Latvia, and thus presents an in-depth study of all poverty aspects.


Latvia’s participation in the World Summit for Social Development (WSSD) in Copenhagen in 1995, underlined the Government’s recognition of the need to address the social impact of transition, to a market oriented democratic system. Consequently, in February 1998, the Ministry of Welfare and the United Nations Development Programme in co-operation with the World Bank and the International Labour Organization, launched a project in support of the development of a National Poverty Eradication Strategy. One of the first steps taken was to conduct comprehensive research into poverty, with a view to revealing findings about different aspects of poverty and its prevalence in Latvia. Five serious investigations were undertaken results of this research are available on the home page of the United Nations Development Programme: [www.un.riga.lv] (Listening to the Poor – Social Assessment of Poverty in Latvia) is one of the above mentioned projects. Based on extensive structured interviews with poor people the research addresses the following issues – survival mechanisms of the poor, restrictions to active participation in the labour market, the role of social contacts and mutual relationships, social services, education and health care services available to the poor, the opinions of poor people about their own situation, causes and dynamics of family poverty especially in relation to gender, age and ethnicity.


This research gives an insight into the volume and depth of material poverty. To investigate the features of material poverty, household budgets have been analysed and different poverty indices and poverty thresholds applied.


The research focuses on survival strategies of poor people in need and the role of social assistance services in their lives. It also examines the impact of poverty upon men.


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The report focuses on the issue of the status of individuals over 15 years of age in the labour market, their material well-being and that of the household they are affiliated with. There is a description of the situation in 1997 together with analysis of long-standing trends.


Latvia is a multicultural country, inhabited not only by Latvians, but also by other ethnic groups including a considerable number of the Russian speaking population. As a consequence, one of the questions posed in this research is as follows. Does poverty analysis reveal any essential differences between ethnic groups and what, if any reasons support the assumption that some ethnic groups have been hit harder by the transition period.

Unemployed


The article provides ample information about social development and labour market trends in the three Baltic States – Latvia, Estonia, Lithuania. Within the context of these three countries the development trends and the problems of legal employment relations have been analysed. An analysis of factors causing unemployment and the assessment of the effectiveness of existing employment activities are in the focus of attention. The article contains comparative analysis of different employment data.

Additional statistics and information about issues in relation to employment can be obtained on the Internet, using the following addresses: [www.nvd.gov.lv](http://www.nvd.gov.lv) (Non-profit state joint stock company “State Employment Service”), [www.vdi.lv](http://www.vdi.lv) (State Labour Inspection).

D Summary assessment of current debates in the field

Most of the Latvian population associate social assistance with material assistance, which today is the type of assistance that dominates. However, gradually the social assistance market is expanding as new services enter, among them social care, day centres, crisis centres, consulting, and setting up of support/self-help groups, among others. With the types of services growing, the number of people providing them is growing as well, and non-profit organizations and volunteers are increasingly playing an ever-growing role. Having said this, serious effort, has not as yet, been put into attracting and motivating private sector involvement, in social assistance.

Since the development of social assistance is still fairly new, there are still many aspects that have not been investigated including the lack of co-ordination, and the lack of co-operation and information exchange. To a great extent this can be explained by the fact that most human, financial, technical, and time resources are targeted at the development and introduction of new services. The common saying is – “there is too much work too be done.” Professionals in the field of social services are very often overburdened and can only just cope with their daily tasks.

When discussing topical issues, such as achievements and difficulties in the field of social services, a distinction can be made between those issues that are not new, (i.e., they have been existing for a long time and will go on existing) and others. Examples of existing issues include the shortage of specialists and professionals, stereotypes concerning social work and people who are either studying to become professionals, or are working in the field, and stereotypes about the clientele of social work among others. Issues that will not be solved in the near future, include for instance the involvement of the private sector and the quality of the services among others. At the same time, there are burning issues that need to be considered today, and need, as soon as possible, to find solutions.

1. Shortage of means of subsistence, poverty, social exclusion – chronic social problems

Already for many years, one of the central issues of social assistance, is poverty and the problems caused by it. A large part of social assistance resources is spent in solving this issue, which began with an investigation of the situation in the mid 1990s. This was followed by the development of strategies, concepts, and legal acts at the end of the 1990s and pilot testing them at the local government level.

It could be predicted that the situation in relation to poverty, ‘poverty traps’ and ‘social exclusion’, will not change for a long time yet, and that society and state institutions will need to pay it a lot of attention. The issue of poverty reduction is a ‘sensitive’ topic, which simultaneously refers to the field of competences of social and economic policy. As often happens in countries of the transition period, social policy cannot solve or compensate for serious and sustained problems of economy and labour market. At the same time, due to the shortage of income and the consequences of it, ‘the vicious circle of poverty’; the everyday worries of people in meeting basic needs of food, shelter, and clothing, it is unlikely that the development of an all-embracing network of social services, such as those in welfare state countries in Western Europe, which is not oriented towards meeting the basic needs of people, will develop in the short term. Development of personal social services is closely linked with values in civil society, civic consciousness, people’s ability to be responsible for themselves, the family and the kin, the community.

One of the new social assistance services, planned to take effect next year, concerns poverty reduction, in the form of a benefit which would ensure the level of a guaranteed minimum income. According to the scheme, the benefit is to be paid by local government. The benefit will compensate for the income, which
falls below the level fixed by the state, and is revised every year. On the one hand, the introduction of such a benefit will considerably change the present system. It will open up greater possibilities for the development of different social services and thereby attract other service providers. On the other hand, a number of pilot projects implemented in some local government organisations (the first attempts to introduce the given type of benefit) highlighted the following problems. Firstly, local government lacks the financial resources to grant benefits to all who are entitled. Moreover, given that the introduction of the given benefit will demand considerable resources, there is a question as to whether it is the most effective way for solving problems, caused by a shortage of income? Secondly, local governments lack the capacity to administer the payment of the benefit. As granting benefit is based on a test of income, there should be verification processes in place to test the truthfulness in relation to the information submitted by the client. In addition, other complicating factors include – the Latvian reality of the ‘black market’, which is not properly regulated – issues in relation to legal employment relations – and the lack of interest on the part of employers in paying taxes and attempts to evade payment. To a certain extent, the situation is well illustrated by the fact that social assistance services do not always reach those individuals who are really destitute.

2. Administration and decentralization of social services

Traditionally, three management levels have been involved in the administration of social services – the state, the regional and the local level. Irrespective of the fact that the main role of local government is social service provision, the liability and involvement of regions is as important, this ensures both a balanced development and decision taking procedure. The liability of regional management concerns the quality of services, issues of auspices and monitoring. The administrative territorial division of Latvia is characterized by a great number of small local governments. In 2001, in Latvia, there were about 570 local governments. In 1/3 of the local governments, the number of inhabitants does not exceed a thousand people, in more than 2/3 of the total population of 1/3 of the local governments, the number of inhabitants does not exceed two thousand people and in 4/5 of the total population, it does not exceed three thousand people. As can be seen, the largest local government organisation is the region with a population of up to three thousand people. There is correlation between the size of the local government, and its capacity to administer certain functions, such as ensuring quality services and human resources.

Many countries have experience of amalgamating different local government organisations. After experimenting with this notion of amalgamation, Central and Eastern Europe despite some contrary evidence (Lithuania), has come to the conclusion that there is need to amalgamate and have a regional level. Lithuania set up too large local governments, the activities were difficult to plan and control and it had to return to smaller local governments. One of the threats to decentralization in Latvia, is concern in relation to achieving a uniform quality of social services. Thus ensuring that social services are of a consistent quality, irrespective of where they are provided (i.e., the place), to whom they are provided (i.e., service beneficiaries), and by whom they are provided (i.e., service providers) is key. The fragmentation of diversity of service providers jeopardizes the uniformity of services provided under the same terms. Thus the formulation of regulations result from concerns about decentralization – in relation to the quality of social services and service standards.

Another consequence of decentralization is that local government organisations have become overburdened. The state delegates functions to local government without appropriate financing and therefore the latter are not in the position of effectively executing all their functions. This affects the field of social services as well. Local governments can choose rather freely amongst the services they will provide and those they will decline to provide. When analysing the types of social services, the number of service beneficiaries and the resources used, there is a rather striking difference between different local governments. Thus decentralization has had a negative impact upon the access to social services, uniform standards and their quality.

3. Development of community care, social network, social capital

To date, very little attention has been paid to informal and community care initiatives, in Latvia. Regretfully, the terms have not become yet quite alive in the terminology and practice of Latvian social policy. Taking into account predictable changes in the field of social services, it is important not to forget that the community that is one of the basic resources in providing social services. It would be essential to turn the attention of policy makers and society at large to the issue, to introduce the approach of community care, to enhance the role of community and to establish the notion. Besides, identification of community resources would imply becoming aware of the assistance that can be provided by family members, relatives and neighbours.

4. Investigation of the situation, summarizing and processing of the information about social services and ensuring accessibility to it

The system of data aggregation and processing is fairly poorly developed in the field of social services. The information that is summarized by state agencies (e.g., Social Assistance Fund) is more or less accessible, but there is little information about analyses and research in the field of personal social services, carried out in other research institutes and centres. The information summarized by state agencies is homogeneous and cannot provide answers to a whole range of questions, both in connection with the registration of statistical data and the analysis of information. Information about the types of participation and services of other social assistance services providers (privates, NGOs, volunteers) is lacking. Moreover, the information summarized by state agencies presents basically an analysis of statistical data, obtained using one approach and therefore gives only an insight into one of the parties involved, namely, service providers (state and local government institutions in the given case). However, opinions about the levels of satisfaction and the initiatives of the social services beneficiaries remain without investigation. At present, the very target group (i.e., the beneficiaries of social services), their opinions and assessments are under-researched and the least of all investigated issues. Other issues of equal importance, that are also currently under-researched might be, for instance, in relation to institutional care (e.g., the continuous increase in number of certain institutions for elderly care and children’s homes/foster placements). Taking into account the fact that Latvia is a multi-cultural country, another area for research, where little has been done to date, is in relation to ethnicity.
A Synopsis of the Social Services System

Although there is no universally accepted definition of the term social services, the 1996 Law on Social Services defines personal social services as the provision of assistance in kind. It aims to ensure that the dignity of individuals is preserved and that they are enabled to cope with their own problems and are integrated back into society.

Social services are classified into general social services (which includes information, consultation, home care, and care allowances) and special social services which are of two types: residential care (homes for children, homes for the elderly and homes for people with disabilities); and community care (day care services, night shelters, and temporary shelters, among other things) (Catalogue of Social Services. 2000. Ministry of Social Security and Labour).

In the wider context, social services also include health care and pre-school services for children.

The national statistics of Lithuania do not provide precise information about social service expenditure or the number of clients served, as only a few social service indicators are registered. There is also very little information about NGO service provision.

According to the Department of Statistics, social service expenditure amounted to approximately 5-6% of total expenditure for social security in 2000 (Social Security in Lithuania. 2001. Vilnius: Department of Statistics). Social service employment cannot be estimated with any precision. In 1999, one thousand, one hundred and eight employees worked in the sphere of health care and social work, which is approximately 6.7% of the total number of people in employment. (In Lithuania the population is 3.5 million).

Based on an educated guess, children from families at risk and children with disabilities are estimated to constitute the largest numbers of clients in care institutions. So far however, very few institutions provide services for individuals at risk and adults with disabilities.

Social services are financed through taxation, by NGOs, and by charging fees. Most finance comes from public authorities (i.e., state or municipality budgets). Whilst clients pay for social services based on their family income; services for children are free of charge. Only health care services are funded by health insurance. Lithuania inherited many residential social care institutions (children’s homes, homes for the elderly and homes for people with disabilities) from the soviet system. These continue to be financed from the state budget. Although currently the biggest share of social service expenditure goes to residential institutions, this is likely to change, as social services are going to be reorganised in the near future.

Over the last decade, a network of community social service institutions has been created. This social service network consists of public institutions (i.e., counties and municipalities) and NGOs (i.e., non-governmental organisations). Development of the social service network is delegated to local municipalities. Municipalities finance their own care institution network (mostly non-residential), from their own budgets. They meet the needs of their clients more effectively than residential institutions. Although in general municipalities allocate approximately 3% of their total budget to social services, there can be large differences between various municipalities.

Service provision by non-governmental organisations (especially the Catholic Church) has increased in recent years. Mostly, NGOs provide services for children and families at risk, and for children with learning disabilities. Having said this, the largest share of their expenditure is publicly funded despite the fact that public authorities often distrust the quality of the services provided by NGOs (non-governmental organisations) and try to avoid supporting their service delivery.

General legislation on social services includes: the 1996 Law on Social Services, which define social service aims, types, clients, organisers and providers and the 1998 Principles and Order of Payment for Social Services, which regulates the amount (i.e., the fee) the client should pay according to their income. At the discretion of the municipality, certain groups of clients do not have to pay fees. In addition, the 1999 Regulations of Organisation of Home Care Service defines: the organisational structure of care services; the minimum level of staff qualifications; the norms of work; the ratio of staff to clients; and the methods by which an individual’s independence is estimated. The 1996 Regulations of Homes for Children and the Elderly, regulates residential care institutions. The 2000 List of Definitions of Work Places and Regulations of Activities for Persons who Perform Social Work, defines the titles and main functions of social workers, together with the amount of work staff in the municipal offices of social security should undertake. Information about the legal acts concerning social security can be found in http://www.socin.lt

B Annotated Bibliography on Social Services

1. Comprehensive works, overview volumes, classics on social services and the welfare system


This ‘Dictionary’ gives about 1,100 definitions of terms used in the sphere of social security and their equivalent in English. The aim of the dictionary is to assist in the development of social policy and the integration of Lithuania into the European Union.


This article considers the social security system that was established after the restoration of Lithuanian independence in 1990. The analysis shows that social
protection schemes were created in the expectation that the transition to a market economy would be more rapid and less complicated. Deep recession and hyperinflation at the beginning of the period have identified flaws in the new social system and the need to modify it during the second phase of the transitional period.


In the article, the author defines social services as a part of the Lithuanian system of social security. In addition, she analyses trends in relation to the development of social services between 1991-1997.


Since 1997, the Ministry of Social Security and Labour published this annual report which presents information and analysis in relation to the main issues of social security. The main sections of the report include discussions about labour market policy; social insurance; social assistance including social services; issues of integration to European Union; and poverty. It also describes the results of key social research commissioned/conducted by the Ministry.


Since 1997, the Department of Statistics has presented an annual publication, of the general indicators of social security and defines, in short, the main legal acts on social security. Indicators of risk include illness; disability; old age; widowhood; family and children; unemployment; housing; and social exclusion. Some indicators on social services, including number of institutions, numbers of clients, and expenditure, are also given.

2. Supply and demand of social services


This sociological investigation, commissioned by the Ministry of Social Security and Labour, estimates the need for social services in rural areas. The present level of development and the need for social services for elderly people differs in various municipalities. The data points to the lack of home care services, day care and community centres for the elderly in rural areas.


Information about changes in the number of recipients of social assistance, and social assistance expenditure between 1996-2000 are presented.

3. Definition, forms and types of social services


This publication catalogues the work of institutions that provide and administer social services. It defines social services, and discusses the principles of service delivery and classification. It also describes the main types of service institutions (the kind of services provided, as well as the staff of the institutions). This is the second edition of the ‘Catalogue’. The first one was issued in 1996. The Catalogue is supposed to be updated every two years.

4. Organisational aspects, forms, ownership and auspices of provider


These are the papers from an annual conference on business and management. One section of the conference, devoted to the social economy, analysed issues of social care and the social security system. In the section ‘functions and share of responsibility of counties and municipalities’, the organisation of social services for the elderly is discussed. Eight large institutions (homes for elderly people) under county administration, fifty-two under municipal administration and thirty under parish administration.


The aim of this research, commissioned by the Ministry of Social Security and Labour, was to evaluate the need for reorganisation of the network of childcare institutions. Currently, counties, municipalities and/or NGOs provide residential childcare services. However, their activities are neither sufficiently co-ordinated nor regulated. In order to reduce residential childcare and increase family care and foster care, the present system will be reformed (in the foreseeable future). One of the main issues considered in the report is the responsibility of counties and municipalities in the organisation of childcare.

Structure of expenditure for the social protection of children in Lithuania in 2000 in percent

<table>
<thead>
<tr>
<th>Types of expenditure</th>
<th>Share of the total expenditure for the social protection of children</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cash support for children and families</td>
<td>41.3</td>
</tr>
<tr>
<td>Total for social services of them</td>
<td>58.7</td>
</tr>
<tr>
<td>Day care (kindergarten)</td>
<td>35.8</td>
</tr>
<tr>
<td>Other community care services</td>
<td>6.7</td>
</tr>
<tr>
<td>Residential care (homes for children)</td>
<td>16.2</td>
</tr>
</tbody>
</table>
6. Staff and volunteers


This article analyses what theoretical knowledge and practical experiences are necessary for successful social work practice. The article proposes systemic vocational training of social workers in accordance with the changing social environment.


This article discusses the results of research into practical activities of social workers. More precisely – it describes the individuals, who are currently social workers, and reflects on the content of their activities and the problems they face. In Lithuania, social work as a profession does not emanate from any historical tradition. It is new and only began to develop after 1990. Although social work specialists have been trained at some high schools and higher schools since 1994, currently many social workers are specialists from other professions. They lack social work knowledge and experience and have limited competence.


The article shows that professionalism and highly qualified social workers can influence the effectiveness of the quality of services. It discusses recommendations for social work prepared by the European Council and possibilities of their application to Lithuania. Special attention is given for the creation of a stable legal basis for social workers’ activities.


The development of the social work profession in Lithuania is analysed. Bagdonas argues that social work as area of study, and as a profession in Lithuania in this period, has both strong and weak points. Strong points are: a relatively good legislative basis; a social service infrastructure; and the popularity of social work as a profession. Weak points are: a lack of resources (especially financial); the prevalence of residential services and inadequate stress on support for the organisation of community – based social services; small wages received by social workers; and a lack of co-ordination and regulation in the area of social work.

7. Clients, users and consumer issues, profiles


This article is about the application of quality concepts to social services, specifically the criteria to be used and methods for evaluation. The article analyses problems in assessing the quality of social services and the ways of securing high quality social services. One of the main problems is that social service organisers and politicians see the quality of social services in the way “sociotechnologists” do. They are only interested in economic criteria.
8. Efficiency, effectiveness and equity of social service provision and financing


This report evaluates the effectiveness of social services in municipalities. The article stresses that it is quite complicated to evaluate socio-economic effectiveness and efficiency of social services, because it is not easy to define indicators for such evaluation. In this research, the following indicators are used: average cost of social services per client; cost structure of residential and community based services; the development of the network of social services for various groups of clients; the opinions and evaluation by the clients themselves; and the co-operation between municipalities and NGOs, in the process of service provision.


As a result of research conducted by the Institute of Labour and Social Research, a model, or an autonomous operating system of social assistance in the community, has been created. Social support was often found to be ineffective, for it is delivered in cash and does not provide individuals with an incentive to look for work. Actively searching for work is not a condition of entitlement to social benefit. The social worker needs to work with the recipients of social benefits to increase their motivation to work and to take care of themselves.

9. Patterns of relations among providers


The article analyses the aims and development of social services in Lithuania. It considers differences in the development of services between various municipalities. Although residential care services for children, the elderly, and people with disabilities continue to dominate social service provision in Lithuania, municipalities have more recently begun to develop non-residential services. The Law on Public Administration states that county and municipal administrations cannot provide social services themselves. This means that such institutions must buy services from other organisations (i.e., NGOs and private care deliverers). The development of the third sector is encouraged by the creation of annual programmes for the support of NGOs and by the allocation of funds for that purpose. Vareikyte analyses the costs and benefits of involving NGOs and private care deliverers.

10. Innovation and change


This publication draws on data collected for an international project entitled “Development of Innovations and Methodical Support for Social Work in Lithuania”. The project’s aim was to improve the quality of, and professionalism in, social work. The book provides 36 descriptions of innovative social work projects in various municipalities. The projects centre on the establishment of “good practice” in various social services. [http://www.sdp.fsf.vu.lt/sdp/]


This article examines the evolution of social work in Lithuania between 1918 and 1998. Information relating to changes in social services, numbers of clients, and standards of professional social work training are also discussed.

13. Comparative, cross-national issues


This comparative international research (NORDBALII), supported by the Norwegian Ministry of Foreign Affairs and the Swedish Council of Ministers, examined various aspects of living conditions of people living in Lithuania, Estonia, and Latvia. The aspects studied include: education, income, work conditions, criminal activity, housing conditions, and social relations.


A regional Conference on Poverty Reduction in the Baltic States was held in Riga, in February 2000. The objective of the conference was to bring together policy-makers, researchers and NGO representatives to discuss efforts to reduce poverty in all three Baltic countries. The publication reports on poverty reduction programmes in Estonia, Latvia and Lithuania.

14. Current trends and policy issues, predictions


The strategy, based on analysis of Lithuanian social service policy by experts (both foreign and local) recommends further development of social services in Lithuania. One of the recommendations is to create a mixed economy of care for social services, and to expand the role of the third sector. Other recommendations propose the creation of a system of monitoring and licensing of social care provision, and modification of large institutions (homes for elderly people and for children), with special emphasis on their funding and costs.


The article covers concepts, main principles and techniques of social security. Some features of social protection in Lithuania are discussed. The publication
starts from a description of factors that have impacted on the development of modern social protection, and describes social benefits, as well as, administration and financing social security schemes.


The historical background together with the main features of the current Lithuanian social protection system are presented in this publication. Contributory and non-contributory cash benefits and social services are analysed. In addition, the article explains some institutional and legal aspects of social protection schemes.

C Special Fields

Given that in part B, some articles about special fields have been annotated in this part only the articles not included in part B are discussed.

Child and Youth Welfare


The author studies one form of childcare – namely family or foster care – in Lithuania. She researches: the types of families that take children into care, and the kind of institutions and services they need to support them.

Family services


The article analyses the principles of family policy, and reviews social support schemes for families in European countries. It also evaluates the effectiveness of the Lithuanian social support scheme for families. Lithuania pursues a selective family assistance policy that is aimed at families with children. Although social assistance schemes cover groups of individuals in need of social assistance, it is unable to alleviate poverty among certain groups, such as families with many children, the unemployed rural population, and the long-term unemployed.

Disability


Various conference papers about the educational and social support needs of people with disabilities are presented. Some of these are as follows. A service model for supporting deaf students in higher education. Identification and meeting the social needs of people with disabilities. State of the art education of pupils with mental or learning disabilities in Poland and proposals for change; activities of the Lithuanian Labour Exchange in solving problems of unemployment among people with disabilities. The problems of integrating people with disabilities into society are also analysed.


This sociological study analysed results of research conducted with 1,042 people with disabilities. The research aims were: to explore issues about the living conditions of people with disabilities, specifically their need for social support; and to make social policy recommendations for these groups. The report is divided into the following sections: demographic characteristics of people with disabilities; their income and living conditions; their employment and unemployment; social policy; social services; and problems in families with children with disabilities.


Commissioned by the Ministry of Social Security and Labour, this study collected information, from public organisations and municipalities, about problems with the supply of assistive technologies for people with disabilities. One of the problems is that only about 40 % of demand for such technology is currently being satisfied annually, and therefore many people with disabilities cannot fully participate in all activities in the community and/or the labour market. About 4 million Litas are spent on assistive technology from the National budget of Lithuania annually, yet it is not sufficient for meeting need. In addition, the organisation of the provision of assistive technologies is inefficient.

Homeless, the poor, poverty


In this report, social exclusion was analysed and considered to be complex, multi-factorial phenomena (influenced by factors such as income level, unemployment, educational opportunities, and legal right to services of health care and social security). In order to minimise social exclusion, it is necessary to have complex solutions and to co-ordinate the efforts of various institutions (including for instance schools, local government, and vocational training establishments).


In this article, factors, affecting social exclusion in Lithuania during the period of transition are analysed. Information about marginalised people in some towns is also presented. Moreover, the article points out that more than 20,000 children
do not attend school due to their parents’ social status, or their family’s living standards.


In 1999, the Lithuanian Social Committee was established, with the aim of decreasing poverty, through the implementation of a poverty strategy. The poverty strategy has ten spheres, which aim to improve the status of the poor. This sphere includes: the development of the economy; regional policy and support to the rural population; fiscal policy; income policy; labour market policy; social support; social services and social integration; legal support; education and vocational training; and health protection. The strategy suggests the need to develop a network of social services in the community to increase the social integration of people with disabilities, as well as those who abuse alcohol and drugs, refugees and other social groups.

**Unemployed**


Based on research commissioned by the Lithuanian Labour Exchange, this book examines various aspects of youth unemployment. It considers the problems of integrating unemployed youth into the labour market, and their motivation and opportunities for vocational training. Factors that contribute to the loss of employment and the difficulty of getting back into work are also analysed.

**D Summary assessment of current debates in the field**

There are two stages that distinguish social service development in Lithuania. The first – the period between 1990 and 1998 – is characterised by a quantitative leap in the development of social services. Both the number of social service institutions and the range of social services increased. To put it another way, more diverse types of services appeared, designed for various groups of clients and municipal and NGO services began to dominate social service provision. Decentralisation and community service development were the basic principles of organisation.

From 1998 onwards, the emphasis of the second stage of the development of social services transferred from a focus on quantitative indicators to a focus on qualitative ones. Since 1998, discussions are no longer solely concerned with the need to create social service institutions, but are also about issues of quality and include the following. The correspondence of services to clients’ needs; the structure of service financing; its’ rationalisation; requirements/standards, qualifications for service providers’ and for special social service institutions; preparation of service providers’ activity control mechanisms; and the need for and possibilities of service privatisation.

Twelve years after the Restoration of Independence in Lithuania the following conclusions about the development of social services can be drawn. A legal basis for social services has been created. Services have been decentralised, with an increased role for municipalities in purchasing services. Municipalities focus more on needs assessment and care planning and the NGO sector has grown rapidly. There is more choice for clients through the community service infrastructure; and finally the training of social workers is currently in the focus of attention.
Luxembourg
by Paul Zahlen
Service Central de la Statistique et des Études Économiques (STATEC), Luxembourg

A Synopsis of the Social Service System

The definition of social services in Luxembourg includes services offered in what is called the ‘semi-public’ sector (non-profit or private, social, family and therapeutic services linked by ‘convention’ or contract to relevant ministries). Beneficiaries of these services include those who receive the ‘Guaranteed Minimum Income’ and dependency benefit, which is co-ordinated by the National Service for Social Action and monitored by social services.

Since Luxembourg’s independence in 1839, social action has been shaped by the principle of ‘subsidiarity’ where the state has mostly favoured local or private social service provision. The exception to this was legislation between 1901 and 1911 concerned with insurance for pensions, accidents and sickness referred to as the ‘Bismarkian model’.

According to legislation of 1840 and 1897, district councils were responsible for ‘public charity’, while private organisations were largely responsible for health services, such as home care and family help. The Catholic Church played an important role in these developments and continues to do so today. A large proportion of social services were provided by religious organisations (from 1920 onwards by the Caritas), even within the framework of state institutions.

The economic structure of the country, which was dominated by the steel industry until the 1970s, also complemented social services provision (family allowances, housing, health assistance, holiday homes, and the like). Secular organisations such as the League against Tuberculosis (1908) and the Red Cross (1923) also contributed to a comprehensive network of medical and social assistance.

The importance of the Church in the evolution of social action followed by secular aid organisations is a familiar pattern in most Western European countries. However, unlike neighbouring countries, Luxembourg never developed a significant public system of social services. In response to social protests about the expression of new social needs and demographic problems affecting religious congregations, increasing state involvement and flourishing private initiatives can be observed from the 1970s onwards. New state initiatives included: the National Solidarity Fund (as early as 1960) for the elderly, the unemployed, and to a lesser extent single parent families; a compensatory cost-of-living allowance (1975), allowances for people with severe disabilities (1979) and heating allowances (1983).

A Guaranteed Minimum Income was introduced on 26 July 1986 to establish preventive measures ‘against pauperisation’ and to co-ordinate efforts by ‘incorporating the cost-of-living allowance, as well as any other limited contributions intended to remedy clear cases of poverty, within a comprehensive framework of provisions’. Benefits are not dependent on specific causes of deprivation, but other types of means-testing (access to other resources, ability to work, among others) may be applied. Beneficiaries are monitored by social services (i.e., council benefit offices and private social-action services, co-ordinated by the National service for social action). The state provides nearly all funding. In April 1999 a new law strengthened and extended the right on Guaranteed Minimum Income.

Private initiatives in the form of charities flourished in domains such as aid for people with disabilities, care centres, family assistance, day nurseries and children’s centres. The state maintained the principle of subsidiarity, in other words, maintaining involvement in social action without nationalising services. The first ‘conventions’ or contracts between ministries and social service charities were signed in 1975, which ensured state partial or full state funding. This gave the state control over finances and representation on charity management committees, and at the same time allowed the private sector freedom of initiative, especially with regard to working methods. The legislative and regulatory foundation of this arrangement was relatively weak and different ministries offered different types of conventions. More than two decades later legislation was passed, providing a legal framework for state relations with service providers and for all work carried out in social, therapeutic and family services. The 1998 law reaffirms the primary importance of private action but sets minimum standards, a form of protection for beneficiaries, and a framework for ministries to certify non-government services.

A dependency benefit was instated on 1 January 1999 to address the demands of an ageing population. Dependent people are entitled to both benefits in-kind or financial compensation for purchasing assistance. The state budget and contributions from incomes (amounting to 1% at present) each provide half of all funds for the dependency benefit. In some respects the 1999 legislation comprised a simple budget reallocation; previously the state subsidised services for dependent individuals, such as nursing homes and health-care allowances. However, given the creation of the dependency benefit, it is likely that this will encourage new claims to emerge. In 2001, dependency-benefit expenditure reached an amount accounting for 4% of the total expenditure of the social security system and 0.8% of GDP (Gross Domestic Product).

There is a dearth of aggregated data on the overall economic importance of social services, especially for the semi-public sector. However, in 1998 the semi-public sector accounted for approximately 6.5% of central government, local government and public-sector employment (including post and telecommunications, railways and the national-savings bank), or 2,400 of 37,300 positions. The structure and size of the semi-public social sector in terms of employment is summarised in the table below. In 1996 the Ministry of the Family contributed approximately 65% of the semi-public sector’s requirements, representing about 1.5% of the state’s total budgetary expenditure.

The most notable feature is the expansion of the sector as a whole, with particularly striking developments in care centres for people with disabilities, children’s day centres, services for the elderly and nursing homes. Since 1999 some services for dependent individuals and the elderly have also been funded from the dependency-benefit budget.

Some figures in relation to the financial significance of public social aid are available. In 2001 the expenditure for this aid (Guaranteed Minimum Income, other
The overall significance and development of social services may also be analysed on the basis of national accounts data. From 1985 to 2001, employment in the ‘Health and social work’ sector (which includes hospitals) rose from 7,300 (4.5% of total employment) to 16,500 (6.0% of total employment). The sector accounted for 3.9% of GDP in 2001 (only 2.8% in 1985).

Horizontal integration characterises development in recent years. The two biggest enterprises in the field of aid for older people employed 970 and 690 individuals. The development of the non-governmental social services (NGO) sector is also mirrored in the national accounts. The ‘membership organisation services’ includes NGO’s offering social services.

### Employment and value added (current prices) in social services

<table>
<thead>
<tr>
<th></th>
<th>Employment (1000)</th>
<th>Value added (million euros)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health and social work</td>
<td>1985: 15,8</td>
<td>1985: 47,8</td>
</tr>
<tr>
<td></td>
<td>2001: 16,5</td>
<td>2001: 854,8</td>
</tr>
<tr>
<td>Membership organisation</td>
<td>2001: 0,9</td>
<td>2001: 10,5</td>
</tr>
</tbody>
</table>

### Evolution of employment in the semi-public sector 1990-1998

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of the Family</td>
<td>931,4</td>
<td>1,360,9</td>
<td>1,643,1</td>
</tr>
<tr>
<td>Offices for the promotion of</td>
<td>31,1</td>
<td>57,3</td>
<td>68,8</td>
</tr>
<tr>
<td>the family</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boarding schools</td>
<td>9,0</td>
<td>55,0</td>
<td>66,0</td>
</tr>
<tr>
<td>Consumer protection units</td>
<td>9,5</td>
<td>11,5</td>
<td>11,5</td>
</tr>
<tr>
<td>Youth centres</td>
<td>311,2</td>
<td>331,7</td>
<td>367,0</td>
</tr>
<tr>
<td>Social centres for (adults)</td>
<td>271,1</td>
<td>326,0</td>
<td>470,9</td>
</tr>
<tr>
<td>and the disabled*</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social centres and services</td>
<td>n.a.</td>
<td>52,4</td>
<td>60,0</td>
</tr>
<tr>
<td>for adults</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Day-care centres for children</td>
<td>177,8</td>
<td>316,7</td>
<td>341,7</td>
</tr>
<tr>
<td>Familial placing services</td>
<td>13,3</td>
<td>20,6</td>
<td>23,6</td>
</tr>
<tr>
<td>Aid and assistance services</td>
<td>35,8</td>
<td>34,7</td>
<td>40,7</td>
</tr>
<tr>
<td>Immigrant services</td>
<td>3,0</td>
<td>5,5</td>
<td></td>
</tr>
<tr>
<td>Services for the elderly</td>
<td>72,6</td>
<td>152,1</td>
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<td>2,076,5</td>
<td>2,490,5</td>
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</table>

* Social centres for adults became an individual category in 1995.

** Staff under the responsibility of the Ministry of the Family until 1994

*** Staff moved from the category of differentiated education to the Ministry of the Family

### Annotated Bibliography

1. Comprehensive works, overview volumes, classics on social services and the welfare system


   Since 1985, research by the Population and Households Division of the Centre d’Études de Populations, de Pauvreté et de Politiques Socio-Economiques / International Networks for Studies in Technology, Environment, Alternatives, Development (CEPS/INSTEAD) has primarily analysed results of the PSELL programme, a survey of living conditions in Luxembourg across a sample group of households. Most findings have been published in the *PSELL Documents* series, but are limited to a sectoral analysis of living conditions. A more comprehensive and synthetic approach is found in *PSELL Document* No. 100. The issue contains 34 articles on seven fields: Population, Human Resources, Professional Activity, Incomes, Lifestyles and Household Budgets, Living Environment, Social Policies. While the institutional and organisational aspects of social services are only marginally addressed in work by the CEPS, the PSELL documents provide vital indications of the basic social conditions that influence the orientation of social policies.


In Luxembourg, minimal research is carried out in relation to the organisational, operational and socio-economic aspects of social services. The CEPS – the only existing centre for social research in Luxembourg (see above) – is concerned primarily with analysis of incomes, and therefore also with financial social benefits. Institutional factors are broached from a sectoral perspective. Consequently, ‘grey literature’ (reports, brochures, etc.) provides alternative information. Hartmann-Hirsch’s reports are of particular interest, offering an analytical approach to the social sector as a whole. The first report (November 1992) provides a historical survey of the evolution of social services, a description of their legal framework, and a study of their efficiency. The second report (December 1992) analyses the various fields of social action (income, employment, housing, education, health) and relevant policies. The third report (May 1993) analyses the organisation of the sector (problems of co-ordination, competence, interference of local and national levels, etc.) and the interface between public services and the semi-public sector. Although the reports were written before legislation on dependency benefits (1 January 1999) and on normalising relationships between the state, private and state-related providers of social, family and therapeutic services (8 September 1998), many of the subjects Hartmann addresses remain relevant. Substantial data relating to the effects of dependency benefits are available from the 1999 report by the General Inspectorate of Social Security which was released at the end of 2000.


The annual reports of the General Inspectorate of Social Security contain basic statistical data about the evolution of social security since the mid-1970s. Although the reports deal primarily with the traditional ‘pillars’ of social security (sickness benefits, pensions, injury benefits, family allowances) they also contain information about the Guaranteed Minimum Income. This data enables the development of social services to be placed within the general framework of social protection in Luxembourg.


Michael Braun’s doctoral thesis, barely known in Luxembourg, addresses the development of social security in the country up to WWII. The book not only highlights the financial and legal evolution of health insurance, injury benefits and pensions, but also studies their political and social context. His work is based on analysis of parliamentary documents (minutes of the Chamber of Deputies, legislative bills) and administrative reports and documents of various social-security funds. Interestingly, the pension fund also provided direct social services in the fight against tuberculosis. Braun’s work provides an essential long-term perspective on the evolution of social protection in Luxembourg.


The development of society and social policy in any given country can hardly be understood without a comparative approach. The five Eurostat publications above help provide a clearer view of the differences between the standards of living and living conditions in various European countries.

2. Supply and demand of social services


In the absence of general analyses of social and socio-medical services in Luxembourg, the annual reports of the Ministry of the Family and of the Ministry of Health constitute important source materials. These annual reports provide important information on social action and services (excluding social security), which considered over a period of years, may indicate general trends in state policies in relation to social services. They provide information on internal activities of the ministries’ services and about non-profit and semi-public services contracted by government. In contracted services, the state generally pays for staff and operating costs, while service providers must adhere to quality standards and submit their financial accounts to state accountants.
Although semi-public services linked to the Ministry of the Family mainly undertake activities for children and families (family-planning and counselling services, social centres, day centres, socio-educational centres, socio-familial boarding facilities, adoption services, etc.), they also deliver services to adults (adult social centres, etc.), the elderly (retirement homes, home care services, etc.) and immigrants.

The Ministry of Health finances semi-public activities and services for people with physical and or mentally disabilities (home care services, psycho-social monitoring, alternative housing arrangements for former psychiatric patients, etc.), as well as AIDS-related activities including the early re-education of children with a medical condition. The Ministry of Health also funds the Red Cross and the League for Socio-Medical Action and Prevention. Preventive and social medicine, along with health in the workplace and in schools, also fall within the competence of this Ministry. Notably, a proportion of both the Family and Health ministries' budget was transferred to the dependency-benefit fund on 1 January 1999 (nursing homes, home care services).


The annual report of the Ministry of Housing contains interesting long-term analysis of the housing market (construction projects, prices, etc.), detailed information in relation to: (a) state contributions to individual housing projects (capital-related aid: construction/purchasing bonuses, funding contributions for special equipment for the disabled, refunding VAT on housing projects, etc.; (b) interest-related aid (interest subvention and improvement; and (c) individual contributions allocated by councils. The report also describes the activities of the ‘Fund for Low-Cost Housing’, which supervises all acquisition and development of land and construction of low-cost housing (for rental or sale). The Fund concentrates on projects ‘demonstrably required to address the urgent local and regional need for housing facilities, as well as the need for urban reorganisation within the framework of town and country planning’.


Since the creation of the Ministry for the Promotion of Women in 1994, a number of conventions or contracts have been established between the Ministry and social service organisations. In particular, the Ministry has taken responsibility for financing women’s social centres as well as women’s education, counselling and information offices.


In order to integrate local variations in its fight against unemployment, the Ministry of Employment helps fund grass-roots ‘back-to-work’ and training projects for the unemployed. Following an initiative by Luxembourg’s two largest trade unions, local councils, private organisations and businesses co-operate on these projects.


This practical guide lists all social services in Luxembourg. Resolux provides a brief description of each service function and affiliated ministries, but does not analyse the social service system itself. The last paper edition was published in 2000. It is possible to access the Resolux database at [http://www.resolux.lu/db/resolux2.htm](http://www.resolux.lu/db/resolux2.htm).


The Socialnet project was launched by ADAPTH (Association for the Development and Dissemination of Technical Aids for the Disabled), a semi-public association affiliated to the Ministry of Health. The association provides the Ministry with reports and consultation services and counsels private individuals (especially on how to adapt facilities to the needs of the disabled). Socialnet intends to create and update an on-line network to assist professionals and individuals working in the psycho-medical-social sector.

3. Definition, forms and types of social services

See entries under previous sub-heading.

4. Organisational aspects, forms, ownership and auspices of provider


Although the parliamentary bill that standardised the state’s relationship with the semi-public sector was proposed as early as 1991 it only became law in 1998, demonstrating the difficulty of legislating such an expansive, unco-ordinated domain. Organisations working in the field never managed to integrate, despite repeated attempts to do so. Nevertheless, some sectoral accords have been established (Accord on day centres, Accord on social centres, etc.) and the duplication of services reduced. The Projet de loi 3571 covers the original bill and the 1998 legislation and contains all related parliamentary documents (some twenty texts), including the advice of industry associations and the Council of State. This offers a relatively detailed view of the relevant issues in the organisation of social services and the relationship between the state and this sector. These documents can be accessed from the Internet site of the Chamber of Deputies of Luxembourg. The archives (containing all parliamentary documents since 1945) can be accessed via the Internet page [http://195.10.65.19/framsets/archives.htm](http://195.10.65.19/framsets/archives.htm) and the documents located by entering the number of the bill under the heading ‘parliamentary file’ within the ‘advanced search’ entry box.
6. Staff and volunteers


This publication – the periodical Forum – is a collaboration between many of the leading scholars with knowledge of work in the semi-public sector. They provide their own view of social services in the context of prevailing liberalism, coupled with the demands of professionalisation and efficiency.


The work of 1998 constitutes, as far as known, the first statistical studies of voluntary work in Luxembourg. In the 1998 publication, the author, using the 1997 socio-economic household panel data, examines the population’s participation rate in various types of voluntary work (charities, ‘people-to-people’ work, etc.), the amount of time devoted to different types of voluntary work, and the predictability of individuals’ involvement in voluntary work in relation to factors such as nationality, their socio-economic background, and so on. On the basis of the 2001 data of the PSELL household panel, the study was updated in 2002.


The publication of the Commission Justice et Paix (Catholic Church) contains a statistical study of voluntary work. It draw on data from the 1999 “European Values Studies” (EVS).


Work analysis, the needs of skills in the field of the socio-educational system and sounding out the opinion of the professionals of the sector.

8. Efficiency, effectiveness and equity of social services provision and financing


C Special fields

Child and Youth Welfare


**Family Services**


Frail elderly, nursing homes, long-term care


Ministère de la Famille (1999). Eng Welt fir all Alter. Vers und société pour tous les âges. [One world for all ages: toward a society for all ages].


Housing


classesmoylogement.pdf]

Poverty, Income distribution, Minimum Income Guaranteee


Employment and Unemployment


**Women’s issues**


the Grand-Duchy of Luxembourg – 5: legal conditions, family policies, employment policies and social aid. Document PSELL (Panel socio-économique des ménages “Lieuwen zu Letzeburg”), n° 76, Luxembourg. CEPS/INSTEAD.


Dependency


Debt


Immigrants and Refugees


D Summary assessment of current debates

In Luxembourg, recent social policy has been characterised by a two-pronged approach, which may be considered either ‘efficiently’ pragmatic, as proponents of this system would argue, or contradictory.

On one hand, government has pursued an active and innovative legislative agenda, introducing the Guaranteed Minimum Wage in 1986 and dependency benefit in 1999, to address two major social challenges: social deprivation (with the emerging threat of a two-tier society) and the ageing population. On the other hand, government has exhibited certain reserve regarding the participation of public bodies and ministries in direct service delivery.

The anarchic proliferation of private organisations and associations, financially supported by the state through the system of ‘conventions’ suggests an ad hoc approach, rather than the application of consistent policy. Over twenty years elapsed before a legal framework for state-service provider relationships was instated and a degree of user protection was introduced. Whilst this legislation also more clearly defined the relationships between service providers and their users, it neglected the relationship between clients and the state. Unresolved questions include: Can citizens claim a right to social services? Should semi-public bodies be autonomous? To what extent can such bodies be granted freedom of action and initiative when the state provides (and may withdraw) funding? The fact that the state negotiates with many parties rather than a single representative of social services gives it the upper hand to define social policy with some flexibility.

Presently, associations seem to accept such ambiguous relationships as well as the principle of ‘subsidiarity’ on which social action in Luxembourg is based. Both the state and politicians seem to have accepted the idea that these providers are better placed to recognise social needs, and thus have been willing to fund their activities. In return, these organisations must have their accounts and service quality scrutinised and must offer open and non-discriminatory access to their services. With this devolution, the state abdicates the responsibility for analysis and anticipation of social change to non-profit organisations. However, public bodies and the political sphere as a whole still risk being held accountable for failing to respond to needs not recognised by non-profit organisations. For example, is the state responsible for the belated development of family services such as day centres? Indeed, the extraordinary expansion of the semi-public sector over the last ten years can be explained in part by this belated development and in part by booming demand.

For some time now, non-profit organisations have been competing with commercial enterprises in certain areas (nursing homes, day centres, etc.). This competition, bound to expand to other fields, requires that the non-profit sector ensures competitive quality, price and cost in relation to its services. As a result, it is likely that more powerful organisations will supply an increasing proportion of services, but the effect on quality of services is unclear.

The organisation and operation of social services cannot be understood without reference to Luxembourg’s financial policy. The country’s situation is unique, in so
The Netherlands

by Thea Meinema

Nederlands Instituut voor Zorg en Welzijn (NIZW) (Netherlands Institute of Care and Welfare), Utrecht

A Synopsis of social service system

The Dutch system of social services does not have a clear-cut transparent structure. More often than not, the social service field is referred to as the “care and welfare” (zorg en welzijn) system, distinguishing it from health care and social security systems. The system of care and welfare comprises all services, policies, laws and regulations, directed at the encouragement, care, and support and counselling of individuals. It aims to ensure that individuals achieve well being and are able to function effectively in their families, at work, at school and in their neighbourhoods. Care and welfare can be divided into five main areas: child and youth policy, care for people with disabilities, care for the elderly, care for ethnic minorities, and local social policy.

Approximately 400,000 professionals work in the field of care and welfare. Many of these have part-time, short-term contracts and work only a limited number of hours. The majority care either for the elderly or for people with disabilities. Some 25,000 people have jobs in youth care and a comparable number work in the field of local social policy. The Netherlands has always had a large number of voluntary workers in the care and welfare system. There are 805,000 volunteers working in social care services and 78,000 in socio-cultural work. Volunteers from specific target groups are trained as para-professionals to help improve access to services among specific groups.

The provision of care and welfare policies is largely decentralised. Responsibility for services has been delegated to the 496 local authorities at the municipal level, whilst service support and guidance is the responsibility of the 12 provincial authorities. Central government is responsible for policy development and national infrastructure. Local social policy focuses on increasing opportunities for participation in society by approaching problems comprehensively through an integrated local infrastructure that increases co-operation between service fields, e.g., education, employment, housing, social work and public health.

Legislation on social services is varied. The 1994 Welfare Act (Welzijnswet) provides the legal basis for local welfare policies, referring to welfare of the elderly, people with disabilities, children and young people, nursery care, social services, social care and community development. It requires local authorities to accommodate the spiritual, religious and cultural diversity of the Netherlands. Through government grants, these requirements have become prerequisites for welfare agencies around the country. The Act provides ample scope for agencies to choose their own quality standards as well as appropriate instruments for quality assessment and monitoring.

The 1994 Act on Provisions for the Disabled (Wet Voorzieningen Gehandicapt) made local authorities responsible for allocating resources for adaptations to housing and transport services for people with disabilities. Central concepts in this
Act are ‘duty to care’ and ‘instruments for cost containment’. The General Act on Exceptional Medical Expenses (Algemene Wet Bijzondere Ziektekosten) created a specific national care fund for long-term care. Within fixed spending limits, this budget finances planned care provision for the elderly, individuals with chronic illness, physical disabilities, severe learning disabilities or mental illness. A new Child and Youth Care Act is under preparation and will probably become law in 2003. This new Act regulates access to child and youth care provision and supports integration of services through regional youth care offices (Bureaus Jeugdzorg), which provide screening, professional diagnosis, indication of needs-based youth care, and case management of the care offered. The provinces will be responsible for the policies and finances of the youth care offices.

Every four years central government presents an evaluation of past activities and a strategy for future welfare policies. The 1998 memorandum on future strategies, ‘Working towards Social Quality’, outlines five priorities for the next four years. These are: (1) the promotion of participation and independence, especially among young people and the elderly, in volunteering and caring for people with physical or mental disabilities, and by using sports as an instrument for participation; (2) the prevention of social exclusion by means of social involvement, integration and support of vulnerable groups; (3) the support of local social policy, focusing on social cohesion at the neighbourhood and community level and support networks for children, youth and families; (4) professionalism and quality of care and welfare service providers; and (5) research, monitoring and information policies.

B Annotated Bibliography

1. Comprehensive works, overview volumes, classics on social services and the welfare system


   This collection of articles discusses ideas underlying the restructuring of the welfare state over the last fifteen years. Themes discussed include welfare state and welfare society, the national budget as a social document, government policy on law and order, education, science and government policies. The author emphasises social developments that are easily overlooked by a government suffering from financial problems.


   This anthology of essays discusses fourteen social problems in modern Dutch society. Each problem is addressed to an expert scientist who is challenged to describe not only the size and character of the problem – with definitions and quantitative data – but also possible ways and means of solving it.


   This publication is dedicated largely to the question of how the Netherlands fares compared with other countries of the European family. It focuses on aspects of society and policy, like demography, economy, governance, political participation, public opinion, health, social security, education, leisure time etc. The study concentrates on EU countries, but occasionally includes other western countries.

   Verplank, Loes; Engbersen, Radboud; Duyvendak, Jan Willem; Tonkens, Evelien; Van Vliet, Katja, eds. (2002). Open deuren: sleutelwoorden van lokaal sociaal beleid. [Open doors: key words in local social policy]. Utrecht: NIZW / Verwey Jonker Instituut.

   This book attempts to discuss developments about local social policy by clarifying the terminology used. It demonstrates trends in the use of new words and phrases, which indicate old or existing policies and introduce them as new developments. It generally suggests an outline for professional jargon that is really meaningful to all participants in the discussion. It considers the historical and international contexts of 28 key words in Dutch local social policy and examines their varied meanings, their links to related concepts, and their practical use, ending with an attempt towards a definition. The selection of key words offers an interesting insight in existing policy and strategy priorities in local social policy in the Netherlands.

2. Supply and demand of social services


   This is the first attempt to present a comprehensive – mainly quantitative – overview of care for people with disabilities. This has been achieved for most of the sector. The report deals with the demand for care, services offered, waiting lists and the flow of clients. It provides information about care for individuals with mental, physical and sensory disabilities. It looks at problems experienced and makes suggestions for improvement.


   This book describes social services for the homeless, social shelters, women’s shelters, general crisis relief and church shelters. It concentrates on the positioning of social care services, their products, processes and outcomes, and develops a budgeting reference model.

   Weekers, Sylvia; Driest, P.F.; Nitsche, BC.M. Verkokerd of gemeenschappelijk?: inventarisatie wensen van cliënten op het gebied van wonen, zorg en welzijn (2002). [Fragmented or shared?: inventory of clients’ wishes in the field of housing, care and welfare]. Utrecht/Rotterdam: Stuurgroep Experimenten Volkshuisvesting (Steering Group Experiments Public Housing).

   This study focuses on the needs and wishes of a number of different target groups with reference to housing, care services and general well being, as a first attempt to offer integrated services in these three areas. Earlier studies focused on specific target groups. This study examines the wishes of elderly people, people with chronic illness, people with mental or physical disabilities, people with mental
illnesses and homeless people, including the young homeless. Their needs and wishes coincide with those of large parts of the population, a fact that is often overlooked, but which should form the basis for the supply of services and for the attitudes of professional workers.

3. Definition, forms and types of social services


This publication includes working definitions of a number of key concepts in care programming. The definitions, the result of elaborate consultations, are given the character of an agreement or contract between state representatives and child and youth care agencies. This unity of language and communication will serve to further the field.


The authors present a description of a number of fields of social work: general social work; concrete services; home care; social work in health care; probation services; victim support; and company social work.

4. Organisational aspects, forms, ownership, and auspices of providers


This research into social work was motivated by the suspected gap in communication between management and workers in social work agencies. The first analysis showed that social workers are confronted with a moral dilemma when they face the tension between goals set by management and appeals made by clients. The author believes good quality of care is a responsibility that social work agencies take on behalf of society, and which professional workers try to deliver. This is not an easy job, therefore the author pleads for an open, communicative and supportive culture with workers to guarantee quality of work.


The aim of this study is to develop concepts, insights and theories of use to board members, managers and volunteers in governing and managing voluntary organisations. The central part of this study comprises case descriptions of three national voluntary organisations.

5. Financing


This publication explains the why and the how of the financial structure of the care system. It deals with definitions, theories, case studies and dilemmas in the delivery of personal social services.


This is a doctoral thesis on the implementation of personal budgets in the care for the elderly, in particular home care and nursing home care.

6. Staff and volunteers


Volunteering is an important aspect of social work in the Netherlands. This study formulates theoretic insights on the policy of volunteering, support for voluntary workers, and the translation of these concepts at various levels of an organisation. Social, theoretical and organisational positioning of voluntary work allows supervisors, paid professional workers and policy makers in organisations to develop their own views on voluntary work. The authors opt for a coaching style of supervising voluntary workers, in which motivation, responsibility and satisfaction are key issues.


The authors present a study into necessary the conditions for the optimal use of paraprofessionals in care services.


This publication describes the main characteristics of the domain of social work, the professional behaviour of social workers, their qualification requirements and levels of qualification, the variations in operation of the profession, and the functions that social workers have in organisations.


This publication describes the history of general social work, the need for assistance and the possibilities of social work, emphasising workers’ professional profiles and professional attitudes.


Increasingly personal service providers work with volunteers. These volunteers are often the first ones to signal personal problems of visitors, residents, and cli-
ents. Most organisations have no clear procedures for channelling these signals and assisting volunteers in responding to them. This publication offers suggestions to organisations to implement procedures and clarify functions to protect volunteers from becoming too involved or frustrated.

7. Clients, users and consumer issues, profiles


This publication offers quantitative data on client groups involved in women’s shelters, general crisis shelters and shelters for the homeless. No data has been included from the users of group living schemes, hostels and church shelters.


This publication describes a wide variety of social work target groups: the elderly; young people; women; migrants; people with disabilities; individuals who abuse substances and political refugees.


The central issue addressed in this book is whether nursing homes will be able to offer adequate care in the year 2002, given their present staffing and the growth of a new and expanding target group of frail elderly with an extensive need for care.


In modern society children lack space to practice the social skills and attitudes that society will expect when they become adults. When they fail they are said to have insufficient values, to ignore social rules and regulations, to lack an interest in politics and to be led by materialism and self-interest. Therefore the author argues in favour of children and young peoples active participation in matters that influence their situation, for example in dealing with their home and school environment. Participation is seen as an essential condition for good social and moral development and for improving individual well being. The author explains that seeing children primarily as a problem is counter effective to a participation perspective that sees children’s position and opportunities through a modern view of citizenship and citizen education. She describes how pedagogic and developmental psychology deal with this. Finally, a number of cases are presented to illustrate the meaning of participation in local youth policy, education and professional child and youth care.

8. Efficiency, effectiveness and equity of social service provision and financing


This publication describes a project that aimed to list the quality criteria and standards of social services, by looking at the most useful quality system for generating independent information on these aspects. A number of pilot projects were run with shelters for the homeless, hostels, women’s shelters and sheltered group living schemes in the four largest cities in the Netherlands. The quality criteria were then developed from the perspectives of central government, care providers and clients.


This report presents the experiences of five institutions that began co-operating to lower their thresholds for migrant elderly people. From the start their efforts were accompanied by self-evaluation. Workers relate the different ways migrants started using social services: how the Surinam elderly entered nursing homes, how Chinese elderly people started to consult councillors for the elderly, and how the Turkish and Moroccan elderly find their way to service centres, social work and community building agencies.


This book describes the results of a study into services for refugees. A central issue is the inaccessibility of general primary care services for refugees, especially social work and social-cultural work. Findings show that there is no need for new care services for refugees; as the policy on newcomers and the existing care offer sufficient points of reference. However, it is necessary to make better use of existing services by increasingly tailoring them to refugees’ needs and co-operating with other relevant agencies.

9. Patterns of relations among providers


This book describes five projects in which a social care provider co-operates with services in other fields.


This is a study into the success and failure factors of co-operation between the three areas of work that are the most important pillars for local social services policy: general social work; social cultural work; and welfare work for the elderly.

Care for the elderly, people with disabilities, and those with mental illness are undergoing a metamorphosis. Residential care is being transformed into home care. Where intramural care earlier provided residence, care and service by one provider financed by one source, separate service providers are now co-operating to deliver different aspects of the service. This publication explores the separate worlds of housing and care by looking back at the development of intramural care, describing ten case studies of co-operation among providers and provoking debate on care practice and policy.

10. Innovation and change


This book describes seven innovative projects in service provision for people with serious mental and psychosocial problems. It provides opinions on various dilemmas, such as unsolicited help, which these innovative projects face and which are elemental for social care.


This overview of 230 trend-setting projects in care services describes the objectives and methods of each care innovation project. Projects are listed by target group. They are distinguished according to whether they are addressed to the elderly, people with disabilities, people who are chronically ill or care workers. An additional CD-ROM lists over 3,600 projects in the period 1995-1999.


At the request of the municipal authorities of Amsterdam a number of discussions took place in 1998 to exchange views about the necessity, form and content of the social debate on psychiatry in the city. This was followed by the development of ‘the Amsterdam model’. One of the principles of this model is that former psychiatric patients should be able to live independently in any neighbourhood. This presupposes the presence of a supportive neighbourhood infrastructure and the necessary service provision. The publication outlines the process of mapping these provisions within the city of Amsterdam.

11. European Union and globalisation issues


This publication, requested by the Nuffield Foundation and the European Commission, presents a study into the character and size of volunteering in Belgium, Bulgaria, Denmark, France, Germany, the Netherlands, Ireland, Slovak Republic, Sweden and England.

Graaf, Pim de; Beurden, Jos van; Meinema, Thea, eds. (2002). *Bridging the Gaps: Essays on economic, social and cultural opportunities at global and local levels*. Utrecht: NIZW / ICSW.

The gaps and divides in the landscape of social development are manifold. Poverty and wealth, but also access to aid and support, to democratic tools and political power, and access to modern media, are unequally divided and cause social exclusion and inequality. The essays in this publication explore some of the gaps and divides that exist in social development and give insight into the multiple causes and consequences of the inequities in the 21st century.


The authors present a comparative study into the situation and policies relating to social exclusion, identifying differences and similarities between the Netherlands and other EU member states. The study describes the recognition of social exclusion and the factors causing lower participation rates among some groups. It presents a number of key data on the level of social exclusion in several social fields and draws conclusions with regard to Dutch policy in the areas in question.

12. Bureaucratisation and/or commercialisation problems


The problems of legitimacy, faced by the field of social work, are described in this book through concepts developed by the German philosopher and sociologist Habermas. Case descriptions are then provided, from which suggestions and instruments for social workers are offered.

13. Comparative, cross-national issues


This work provides research-based insights into the background and developmental stages of homelessness, which are considered important for effective provision of care and assistance. Case studies drawn upon deal with methodical innovations in shelter and care work. Government policies, which focus on conditions for the development and implementation of methods, are described and comparisons are made in relation to how Denmark, Ireland, Belgium and Great Britain address the problem of homeless youths.


This publication looks back over 10 years of international youth exchange within the framework of the EU programme ‘Youth for Europe’. It focuses on the
effects of youth exchanges on individual participants: building self-esteem, learning to appreciate cultural differences, social skills, language skills; but also on the enhancement of youth participation processes, exchange of practices between youth workers, and pedagogical aspect of the exchange process.


This book addresses the social care systems for children and older people in Denmark, Finland, Sweden, England, the Netherlands, France and Germany. The authors provide an overview of the historical development of care policies and the organisation, financing and provision of care in each country, as well as a comparative analysis of care systems.


This book reviews of significant developments in social work practice and education across a range of European countries includes a chapter on ‘Social work in the Netherlands’ (p. 77-91, p. 170-172) by G. van der Laan and R. Ploem.

14. Current trends and policy issues; predictions


This handbook – the result of a joint venture project (JEWEL) between stakeholders at different levels, including ministries and unions – is aimed at improving the interculturalisation of society and in particular, the labour participation of migrants. Personal social services have to focus increasingly on a multicultural client group, which is not yet reflected in the composition of the teams of workers. This publication offers ways and means to employers and social services to become more sensitive to other cultures and newcomers in Dutch society. It also provides an overview of stakeholders in the interculturalisation process, and shows how new social workers from different backgrounds can be supported in their work and in the interculturalisation process.


In the field of mental health care, a process of deinstitutionalisation has begun, in an effort to improve psychiatric patients’ integration into society. This book discusses important elements of this process, such as offering care services to ex-psychiatric patients outside residential institutions or psychiatric hospitals, and co-operating and transferring tasks to different agencies and services in the field of housing, care and welfare. The author describes that while public opinion favours this change and its related policies, support for this process is only slowly increasing in the agencies and services involved.


This advisory report from the Dutch Council for Social Development focuses on the role of the state and of society in raising children. There is a hiatus in the responsibility for the raising of children at present. Responsibility rests almost exclusively with parents. The Council recommends that policies are developed in which this gap is bridged. Citizens, services and governments need to start to look at the raising of children as a shared responsibility, within an attractive pedagogical framework or infrastructure, and involving children and young people, by using their experiences and realities as point of departure. Stakeholders in this educational process are parents, families, schools, child-care centres, youth clubs and associations.

Voor, M.C., Meijer, P. (1999). Nederland wordt ouder: meningen over ouderenzorg en ouderdom. [The Netherlands are ageing: opinions about old age and care of the elderly]. Amsterdam, NIPO.

This study was executed at the request of a national daily newspaper (Trouw). It provides an inventory of Dutch opinions on the subject of ageing and contains a short description of outcomes.


This publication sheds light on possible discrepancies in norms and values regarding perceptions of mental disability, education, communication with children and adults with disability, and standards and expectations about the provision of care. It describes a way of working which helps care givers gain insight into the role of culture – both their own and others – and assists them in making the right choices in the course of their work.

15. Other topics not elsewhere covered


This is a practical guide for setting up and implementing a project for young children to visit nursing home residents, providing an important stimulus for elderly people. Advice is given on how to stimulate interaction between youths and the elderly and which activities to undertake.


The Social Economic Board of Advisers discuss the inter-relatedness of paid employment, care for family members and others, and economic independence. The Board gives its views on future policies in this field and promotes regulations that combine employment, care and income support.


When dealing with migrant clients, to what extent do caregivers need to account for cultural and moral values that conflict with their own? This book offers a
Theoretical (ethical) and practical framework to discuss this question. It describes the coherence between culture, religion and morals, the relationship between majority and minority population morals, and the extent that care workers can draw from their own moral point of view.

C Special Fields

Child and Youth Welfare


The two themes treated in this book are: (1) the connection between child protection and child and youth care; and (2) the connection between non-residential and residential care. After an overview of developments in the former over the last twenty years, the author draws a set of criteria to illustrate the strong bond between child care and child protection. The connection between non-residential and residential care is demonstrated in the case of out-of-home placements. The author suggests that problems arising in out-of-home placement can be solved by allocating a specific budget for placements to each placement agency. Finally, the author argues for greater opportunities to try out a variety of organisational models in order to determine the place of child protection and child and youth care through a natural process.


This book provides an overview of theory, practice, policy, history and future perspectives on child and youth care. It addresses in particular: child protection; childcare; and mental health care of children and young people.


This is the final report of a study made by a visitation committee into the child and youth policies of national, provincial and local governments in the Netherlands. The visitation committee investigated 10 municipalities and provinces, and six ministry services. The report describes a number of good practice examples in the field of child and youth policy and makes recommendations for the further joint development of policies by the various government levels.


After sketching child and youth policy in the Netherlands, the author outlines the consequences of treating children and young people as a special policy category. Subsequently the full scope of child and youth policy is presented, followed by a description of three central components: general child and youth policy, preventive policy and the marginal areas of child and youth care.

Family Services


Three themes are dealt with in this publication. The book opens with three articles dedicated to the debate on family policies. This is followed by academic discussion of the scope and the limitations of sociologist Abraham de Swaan’s analysis of the family as a ‘negotiation unit’. In the third section of the book, the choice of having and raising children is discussed.


This publication combines the five earlier evaluation studies of the experimental implementation of ‘Families First’ in the Netherlands. These evaluations illuminated the success of the approach, leading to wider acknowledgement of ‘Families First’ as a valuable contribution to the family support and preservation services, and subsequently to the implementation of the program throughout the country.

Konings, Annick; Egten, Corine van; Blokland, Geraldien; Cordus, Joyce. De allerjongsten: handreiking sluitende aanpak voor 0-6 jarigen (2001). [The youngest: guidelines for consistent measures for 0-6 year olds]. Den Haag: VNG Uitgeverij

This publication offers concrete tools and instruments to municipalities to create a fitting safety net for the assistance and support to families with young children (0 to 6 years old). It suggests ways for agencies and services aiming at this target group to work together and to jointly develop a continuum in service support provision, to ensure that children receive maximum support in their development and parents receive maximum support with parenting.


Moroccan, Turkish, Dutch, Surinam, Cape Verde Islanders and Croatian mothers and grandmothers living in multicultural neighbourhoods in Rotterdam discuss the daily realities of motherhood. These discussions form the basis of the Dutch Mothers Inform Mothers (MIM) project, a Dutch community-based early childhood care and development support programme.

Frail elderly, nursing homes, long-term care


The ageing of the population leads to a growing population of elderly homeless people. This has its consequences for the care and support of the elderly homeless, including elderly drug addicts and elderly people with behavioural problems. This study focuses on the improvement of care facilities for homeless elderly people, both within general social services and in social pensions and other temporary provisions. Care accommodation needs to be adapted to the needs of an ageing population, both in terms of access and of facilities.
Disability


This publication provides workers in the field of parent support some instruments for early detection of developmental disorders that may lead to disability. It then offers assistance in the organisation of early intervention.


The ten research contributions in this book describe problems in the field of disability. The combination of views and approaches provides an inspiring and educational overview, illustrating the parallels and differences between the various sectors of care for people with disabilities, and offering solutions from a range of perspectives. The book offers numerous suggestions for innovation in care and improving the quality of care. It provides readers insight into the many facets of care for those with disabilities.

Homeless, the poor, poverty


This report, commissioned by a charitable fund, provides an inventory of new trends and innovative case studies in care for the homeless.


This book sheds a light on marginality from different sides. Marginality of: individuals; subcultures; groups; and society at large. It also contains articles in which the focal point of marginality lies in society itself. It deals with causes and backgrounds of marginality, and includes strategies for intervention and policy.


This report was the first indicator of the central government’s recognition of the problem of poverty in the Netherlands. It aims at a comprehensive policy to prevent and eradicate poverty and social exclusion. The report proposes an annual effort to improve information provision through a poverty monitor. It suggests that through annual social conferences, all stakeholders (employers, employees, churches, services, and clients) will be able to exchange views.

Schuyl, C.J.M. (2000), Sociale Uitsluiting. (Social Exclusion) Amsterdam: SWP

This essay on Social Exclusion illustrates the multidimensional properties of social exclusion using Gandhi’s four L’s: the least, the last, the lost and the latest. It explores three ways in which people may become excluded from society – it happens to people who are not allowed to belong, who are not able to belong, and who are not willing to belong. The mechanisms leading to exclusion are complicated and involve both the excluded and those who exclude. Very often the excluded themselves are made to feel as if they are causing their own exclusion, by not reaching the standards set by society. Their sense of shame increases this downward spiral. Schuyt analyses the process of social exclusion by means of four dimensions: 1) moral rejection from the side of society; 2) little economic return of the excluded; 3) limited social resilience, leading to resistance to being included; 4) a poor legal position, or rather, limited means to gain proper access to one’s legal rights. By accepting exclusion, society tends to harden and through this process, exclusion will further intensify. This does not mean, however, that only the system needs to be changed. An effort has to be made to contribute to the personal development of the excluded and the excluders.


This joint product of the Central Bureau of Statistics and the Social and Cultural Planning Office presents facts on poverty in the Netherlands, including the number of poor households, developments, and the influence of recent poverty policy. The 2001 Armoedemonitor pays special attention to poverty of migrants and the self-employed, the tenacity of the poverty trap, and Dutch policies to fight social exclusion.

Unemployed


This publication makes a critical contribution to the social and political debate on poverty, social exclusion and unemployment. It focuses on the meaning of living in poverty, the mechanisms that cause poverty, and the possibility for governments, institutions and individuals to escape poverty. It also pays attention to existing initiatives to combat poverty.

zorgsector. [Care for the unemployed: an investigation of the implementation of subsidised work in the care sector]. Den Haag: Stg. Organisatie voor Strategisch Arbeidsmarktonderzoek.

This report evaluates special employment programmes in the care sector, focusing on the significance of employment intervention for those involved in the programmes. Three existing employment instruments supported by government are evaluated.


This analysis of the factual development of the labour market and obstacles to combating unemployment in the Netherlands depicts a future in which employment will be more attainable for all. The point of departure for this prediction is the power of the Dutch urban structure, the quality of public housing, the infrastructure, the education system and knowledge structures. Finally, the author sketches a strategy with necessary instruments for fighting unemployment.


Long term unemployment and the quality of life in pre-war city districts are important problems in the Dutch welfare state. Government attempts to solve these problems through policies aimed at increasing employment has not succeeded. This study into labour market policies follows the effect of these policies and aims to create a more effective policy, especially for unemployened young people.


This paper contains an introductory chapter describing the character and size of migrant unemployment problems. The paper addresses essential issues including activities by government and social service partners to create a good employment climate for migrants. It contains examples at the meso-level such as job agency, branch organisation and local authority activities, and at the micro-level such as the development of equal opportunities policies by enterprises and businesses.

Immigrants and refugees


This publication asks what primary care workers can do for refugees and asylum seekers. In Part 1, it provides background on these clients groups, emphasising their commonalities and the process of assimilation they experience in the Netherlands. In Part 2 some general points of departure for relevant care services are formulated. Part 3 describes what general practitioners and social workers can do for refugees.


This publication reports facts and developments about the position of migrants in the labour market and takes a close look at national and municipal labour market policies.


This essay lists the ethnic-specific causes of poverty in minority groups. The researcher indicates that there are clear differences in causal factors both between ethnic groups and between households within groups.


This report analyses the position of pupils from migrant backgrounds in education and looks at education policies for minorities at national and municipal levels. It aims to give a focus to the general debate about the position of migrants and to maximise government’s migrant policies.


This anthology of articles describes the long-term integration processes of Dutch policy targeting six minority groups: Moluccans; Surinamese; Antillians; Moroccans; Turks and Southern Europeans.

D Summary assessment of current debates

There is active debate in the Netherlands on the position of the welzijnsector (the local social work and welfare sectors) within new local social policy development. The welfare sector has suffered from systematic budget cuts throughout the last few decades, which has made it necessary for the sector to withdraw to provide only core functions and to target specific groups instead of contributing to the well being of all citizens. The decentralisation policy – moving authority from national to local government – and the subsequent search for direction has further weakened its position.

The sector is still considered to be an important element in the local social infrastructure, but needs to reconsider its position in relation to other ‘new’ stakeholders in social policy: local authorities; corporate businesses; education; housing; police; employment services; activation towards labour participation; volunteering; immigrant groups; clubs and associations; cultural organisations; and so on. This search for new directions had led to an agenda for the future, incorporating the following points of departure.
• Every citizen counts – all citizens should have access to and can make use of the provisions and services that exist to improve their well being.

• The offer of comprehensive and accessible services. This calls for co-operation with other partners to create both quality services and a full range of services (without omissions and missing parts).

• Co-operation: the new entrepreneurs in social services choose innovative strategies and professional quality of work and can be considered as serious contributors and partners in enhancing the quality of society.

• National policies should support local social welfare on a comprehensive scale, necessitating an inter-departmental approach. Local policy makers should adopt ‘Civic Charters’ in which the rights and responsibilities of citizens are clearly outlined.

• To enhance this approach, national government is requested to install a Council that will support a strong modernisation and redefinition process for the sector with good advice and with funds.

Some of the criticisms on this agenda for the future, comment on the fact that this agenda does not include volunteers, para-professionals and natural helpers as partners, but focuses exclusively on professionals and professional quality instead of on social networks and community support networks.

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**POLAND**

*by Jerzy Krzyszkowski*

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**A Synopsis of the Social Services System**

Social services is not a term that is commonly used in Poland. Instead social care (opieka społeczna) and social welfare (pomoc społeczna) are the terms in everyday use. The term social care was used in official terminology from the first 1923 Welfare Act to the 1990 Welfare Act.

New social welfare terminology was introduced in part for political reasons, in an attempt to change everything that had been associated with communism. In fact, social care had been introduced before the communist system was established and in changing the terminology, it was considered that this would also change the philosophy surrounding social services. The creation of welfare dependency through social worker and carer domination of service delivery was to be transformed by encouraging clients towards a self-help approach. In the new context, social welfare is seen as a system of temporary support, only to be made available to clients until such time that they regain their coping mechanisms.

The official definition of social services (social welfare) can be found in the 1990 Welfare Act, which describes social welfare as an institution of state social policy, designed to provide assistance to individuals and families who cannot manage to address their own problems from within their own means.

According to the 1990 Welfare Act, social workers attached to Ministry of Labour and Social Policy can be those leaving post-secondary schools of social services or those leaving higher education in the following fields: pedagogy, sociology, psychology, or political science.

In 1999, the total gross expenditure on social welfare in Poland, was 12320.3 million of Polish zlotys and amounted to approximately 2.0% of GDP. The share of social welfare expenditure in the state budget amounted to 7.33%, while in local government budgets it amounted to 10.41% of total expenditure. The largest amount of the state budget was spent on family benefits, care benefits and educational benefits (48.2%), followed by cash and in kind benefits (17.9%) and residential homes (12.4%). Only 0.3% was spent on home care services. There were 904 residential care institutions with 79,000 places. There were 77,700 residents in residential homes (51.5% of them aged 61 years or more), and there were 10,300 on waiting lists. The main actors in the provision of welfare are centres of social welfare, which were established in each commune (gmina) or local authority area, under the 1990 Territory Self Government Act. Local communes (gminas) only cover between 28-29% of welfare expenditure. The rest is paid by the state.

There are approximately 15,000 non-governmental organisations providing welfare services. They account for approximately 29.6% of all third sector organizations in Poland.
Poland

B Annotated Bibliography

1. Social services and the welfare system


The book, which comprises two sections, is a detailed study of the social welfare system in Poland. In the first section entitled “The Transformation of the Social Care System with Particular Reference to Social Welfare”, the authors provide a critical analysis of the social security system under the communist rule and present an account of radical reforms of the system, carried out during the transformation period. They also discuss the main problems of social welfare. In the second section, entitled “Monitoring and Evaluation Mechanisms of Chosen Areas of Social Protection”, Irena Topińska, discusses notions of information and social indicators, and presents examples of the social care efficiency study.


In the first part “Social Welfare Contexts”, Tomasz Kaźmierczak reviews different attitudes towards poverty as reasons for social welfare, and analyses the role of the state and the public welfare system, in providing funds for social services. The second part “The Institution of Social Welfare” by Marta Łuczyńska presents a description of the aims, functions, methods of social welfare and discusses the notion of social service workers’ responsibility. The third part discusses the results of empirical studies about the ethics of social workers and the psychological and social effects of ‘client – social welfare’ relations.


The author attempts to provide a comprehensive overview of social policy in Poland between 1990 – 2000. Golinowska analyses several key areas including: social protection; social insurance; medical care; social welfare; and social protection as an element of the unemploy. In addition to these, she analyses social indicators, and presents examples of the social care efficiency study.


The overview of the Polish social welfare system is presented against a background of social services in other Central and Eastern Europe countries. The comparison is based on one common scheme concerning: definitions; functions; models; subjects for social welfare; and new concepts and solutions that are very different from the old, communist ones. Having commenced with a discussion of the particularity of the Polish social, political and economic situation, the author analyses social services under communist rule and also between 1989 – 1998. Szmagalski concludes with an attempt to evaluate a new social welfare system, whose distinctive features are: the philosophy of empowerment concerning social care recipients instead of the old state paternalism; the emphasis on provision of social care in the local community, rather than in institutions; the legislative change linking the administration of social care with labour and social policy, instead of the former linkage with health; and the professionalisation of services based on social work, instead of the provision of basic forms of care by voluntary social carers.

2. Supply and demand of social services


The book series comprises:

1. Żak-Rosiak, Elżbieta. *Bezrobotni*. [The Unemployed]
2. Passini, Barbara. *Sierotwo społeczne* [Social Orphanhood]
3. Duracz-Walczak, Anna. *Bezdomi*. [Homeless People]
5. Mrugalska, Krystyna (ed.) *Osoby uplenmiş do fizycznie lub umysłowo*. [Individuals with physical or learning disabilities]
7. Szmagalski, Jerzy. *Ofiary katastrof i klęsk żywiołowych*. [Victims of Natural or Ecological Disasters]
8. Melibruda, Jerzy. *Ludzie z problemami alkoholowymi*. [Individuals with Alcohol Problems]

The series was published within the framework of Program Rozwoju Społeczno-Gospodarczego PHARE-SEDO21 (Social and Economic Development Programme PHARE-SEDO21) in order to specify social welfare target groups, identified in the Social Welfare Act of 29.11.1990. It includes: definitions and characteristics of clients’ backgrounds; legal status of clients; and recommendations for social work supporting institutions and organizations. Unfortunately because of the amendments to Social Welfare Act adopted after 1996, together with the reorganization of the Polish social welfare system as a result of the 1999 administrative reform, data in relation to the legal status of clients and supporting institutions and organizations has become slightly out of date.

3. Definition, forms and types of social services


This study is organised in the form of a dictionary. Apart from theoretical explanations of the entries and information concerning legal regulations and statistical data, it includes useful data about the number of residential care homes and the number of residents among other things.
The social welfare system operates within the legal framework set by the 1990 Social Welfare Act. Sections include: 1. General regulations (i.e., regulations and scope of the Act and social welfare tasks). 2. Regulations of granting benefits (i.e., social welfare benefits, including child and family care, and benefit payment procedures). 3. Organisation of social welfare services (i.e., organisational structure of social welfare, social welfare personnel, and details about the Council for Social Welfare).

4. Organisational aspects, forms, ownership and auspices of provider


Three chapters discuss respectively, the current organisational structure (both governmental and non-governmental), required qualifications for social welfare personnel (at all levels including managers / administrative officers and social workers), and the Council for Social Welfare at the Ministry of Labour and Social Policy. Bearing in mind the numerous amendments to social law, as well as the 1999 organisational reform of social welfare, the Social Welfare Act is a necessary prerequisite for understanding the present situation.


This book provides a critical analysis of the organization of the social welfare system “Management of Organised Help” (vide: Tarkowski, Zbigniew. “Zarządzanie pomocą zorganizowaną”) and “Yesterday and Today in relation to Social Welfare in Poland” (Sadowski, Tomasz “Wczoraj i dzisiaj pomocy społecznej w Polsce”). Emphasis is placed on restructuring and privatisation of residential care homes and the role of the psychologist in such institutions. The work also focuses on the aims, the tasks and the organisation of ‘Family Help Centres’, which are new units that were established as a result of administrative reform.


This manual, which is a compilation of the following works by researchers with statistical data showing both demand (for example the number of the elderly waiting for places in residential homes) and supply (for example the number of places for the elderly in residential homes). The work is annotated with articles of particular interest:

- Boczoń, Jerzy. “Finansowanie sektora pozarządowego.” [Financing the Non-governmental Sector]; and
- Leś, Eva. “Organizacje niezależne w Polsce i na świecie.” [Independent Organisations in Poland and in the World].

An additional advantage of the book is an annex, which contains a register of legal regulations of non-governmental organisations.


The work contains materials from the 2001 conference jointly organised by the Institute of Social Policy at Warsaw University and The Academy of Humanities and Economics in Włocławek. The conference examined the consequences of implementing system reforms on regional and local policy in relation to social welfare, the job market and education. The following articles are of particular interest:

- Więckiewicz, Krzysztof. “Instytucje pomocy społecznej w nowym układzie administracyjnym.” [Social Welfare Institutions in the New Administrative System]; and
- Piątek, Krzysztof. “Instrumenty lokalnej polityki społecznej w warunkach decentralizacji.” [Instruments of Local Social Policy and Decentralization].

Taking into account its organisational, personnel and financial aspects, the authors critically analyse the results of administrative reform.


The first part of the book describes and analyses the aims, the tasks, and the forms of benefits as well as the organisation of social welfare. The second part examines social issues, such as unemployment, poverty, homelessness, substance abuse, regulation, legislation and institutions that address these social issues. The last part focuses on particular categories of clients, i.e., families with children with disabilities; elderly people; and ethnic minorities. The work is annotated with statistical data showing both demand (for example the number of the elderly waiting for places in residential homes) and supply (for example the number of places for the elderly in residential homes in Poland).


This book is an empirical analysis of social institutions at the beginning of the transition period. The research was carried out in 1993 in the following institutions: social welfare centres; hostels for the homeless; and labour offices. It focused on material conditions, functions, sources of financing, personnel and perspectives for the future. The problems of social services are discussed in the following chapters:

- Szumlicz, Janina. „Publiczne ośrodki pomocy społecznej”. [Public Social Welfare Centres]; and
- Piotrowska-Marczak, Krystyna and Krystyna Kietlińska. „Schroniska dla bezdomnych”. [Hostels for the Homeless].
5. Financing of social care services


This book is a comprehensive financial manual for leaders of non-governmental organizations. Composed of two sections they are entitled: “The Strategy of Fund Raising”; and “How to Apply for a Donation”. There is a list of useful books about fundraising attached.


This article presents an interesting evaluation of social welfare in Poland between 1990-1997, and was written by a specialist from the Government Centre for Strategic Studies. The author presents a balance of the state social welfare budget, which indicates an increase in expenses and numbers of clients. The author also emphasizes the need for socialisation, the involvement of third sector organisations as suppliers of social services and privatisation, as recommendations for a modified public welfare system.


Apart from providing an analysis on the scope of the social welfare financing system, the article emphasizes the main trends of financing in the 1990s such as a decrease in the share of social welfare expenditure as a proportion of GDP, as well as state dominance in social service financing.

6. Staff and volunteers


Given the scale of this study, which included 258 social welfare centres, this report is an exceptional attempt to explore the characteristics of Polish social welfare personnel. In 1408 interviews with resident managers and social workers, the research focused on issues to do with individual’s families, their health, their financial situation, their professional attitude, and their views about what conditions are necessary for the efficiency and effectiveness of social welfare. The study was supervised by an eminent specialist in the field of social welfare – Joanna Starega-Piasek, Ph.D.


This book contains reports and papers from both the 7th Convention of Polish Social Work Schools and a Conference entitled “Social workers, non-governmental organisations and volunteers in social welfare”, which was held in Bydgoszcz in 1997. The study comprises the following:

− theoretical, methodological and ethical bases of social welfare;
− social workers and the requirements for organised social welfare professionalisation and the development of voluntary work in present day society; and
− threats to social life and fields of social welfare.


The study comprises three chapters. These are:

− Chapter 1 – Social Worker – Shaping of a New Profession;
− Chapter 2 – Specific Methods of Social Welfare Functioning; and
− Chapter 3 – The Impact of Legal Aspects, Organisational Solutions and Training on Professional Qualifications of a Social Worker.

The distinct advantage of the study is that, apart from the authors, who are specialists dealing theoretically with such social welfare issues, it is also written by practitioners – managers and personnel – of social welfare units.


This book is the result of the Tempus programme (Phare) carried out at Lodz University in co-operation with universities and high schools in the UK, Germany and Sweden. The four chapters are:

− the situation in social policy and social work in Europe;
− contemporary social work education problems;
− selected social work education programmes; and
− new concepts of social work education and training at Lodz University.


The aim of this book is an analysis of system, institutional and labour determinants of social work. Making use of comprehensive research, based on a social welfare centre in a big city, Wrocław, the author, proposes their model for the evolution of social policy. The author examines the dominance of the public sector in social welfare and observes that those in need only receive financial rather than social work support (i.e., therapy) and that this leads to welfare dependency.

7. Clients, users and consumer issues


The book is a report of research conducted in 1993, in four residential care homes, for individuals with learning disabilities, who also have chronic illness. The analysis of the homes functioning was carried out in relation to how residents’ needs were being satisfied. The underlying perspective was Erving Goffman’s total institution concept – a sociological concept – which explains how in certain types of institutions, residents can be victims of personality degradation.

This work, which is the first Polish manual of crisis intervention, discusses: problems of a family crisis; marriage crisis and marital problems; violence; traumatic experience; bereavement; suicide; and professional burn-out. The fact that the author draws on her background as a psychologist and experience of having assisted clients at a Crisis Intervention Centre in Cracow, is a particular advantage of the book.


In the first part of the article, the author provides an overview of social welfare systems in OECD countries, in the context of the most comprehensive study on social services in the 1990s, conducted by Eardley. The second part provides a critical evaluation of the Polish welfare system. He concludes that a number of benefits are not means tested, and the overall cash benefit administration scheme is oversimplified.


The author examines the various roles played by social services in different welfare state models and discusses the importance of social services in times of welfare state crisis. The author lays particular emphasis on the minimum income guarantee, subsidiarity in social welfare, cash benefits and in-kind benefits and the role of co-operation between social services and other services. Emphasis is also placed on difficulties of social welfare functioning. These include new social problems, society’s demanding attitude and the lack of civil society and self help traditions.


The article discusses several key issues of social welfare functioning for instance poverty culture, social rights, community paternalism, dependence on social welfare and the merits of local social policy. Theoretical concepts discussed are set within the Polish context.

8. Efficiency, effectiveness and equity of social services provision and financing

Opracowania wskaźników i narzędzi ewaluacji dla oceny skuteczności pomocy społecznej. [Indicators and measures of evaluation for the assessment of social services] (study report) 1996. Warsaw: Centre for the Development of Social Services.

This report is the result of co-operation between scientists specializing in various fields under the supervision of Adam Lisowski. The aim of the study was to evaluate indicators of social welfare efficiency in combating social exclusion, while minimizing social expenditure and achieving social welfare goals set by the state. The study comprises two parts – the course of task completion. This is followed by a description of indicators which are presented by Adam Lisowski in a coherent way.


The author presents general problems of information systems and social indicators, as well as attitudes towards efficiency analysis, particularly in relation to social welfare.

9. Patterns of relations among providers


The author examines present conditions, as well as possible future scenarios for social welfare, particularly co-operation between the public and the independent sectors.


This work was published by BORIS, a fund supporting the development of non-governmental organisations of social welfare. This issue is devoted to the contracting out of social services and the problem of co-operation between government and non-governmental organisations. The authors – scholars (including sociologists and lawyers) and non-governmental organisation activists – discuss Polish and foreign (German, Dutch, Irish) experiences of the contract culture.

10. Innovation and change


The article diagnoses the present condition of the state’s welfare for the homeless and suggests the need for several changes in this field. The diagnosis comprises description and evaluation of the effectiveness of the welfare system for the homeless in Poland. The author presents a variety of important measures, which can improve the effectiveness of the system discussed. He indicates that it is necessary to reintegrate the homeless within the whole social service system.

Krzyszowski Jerzy. 1998 Elements of social welfare management. Łódź: Omega Praksis
This textbook presents classical and modern methods and techniques of social welfare management (for instance supervision, public relations, and evaluation), which have been used in other social service systems for several years, but have only recently been introduced to Poland. The author presents and suggests possible use of these methods in everyday work.

11. European Union and globalisation issues


This book analyses the results of EU competence in the sphere of social policy and the labour market. It also attempts to estimate the costs of adapting Polish labour legislation. The authors conclude by pointing to the actions necessary for bridging the civilization gap between Eastern and Western Europe.


The aim of this book is to present the role of social policy in the European Union. Based on historical studies, the author reviews: theories of social integration; main social values of the European Union; a typology of social policy models in EU countries; organization of social policies in the EU (including selected non-government sector actors); social legislation and respective programmes for action; structural funds; and social problems of EU. The book ends with considerations for the future of European social policies.

12. Bureaucratization and / or commercialisation problems


The author focuses on residential care homes managers’ attitudes toward privatization. Taking account of the research conducted with them, he lays emphasis on the difficulties connected with privatization.

13. Comparative and cross-national issues


The book presents strategies, instruments, types of social policy models and different social protection solutions, including social welfare politics, the labour market, and family and housing policy. The comparative analyses concerns developing countries, and the social welfare strategy in former socialist countries, both prior to and post 1989.


The aim of this comparative analysis between the UK, the USA, Germany, France and Poland is to discuss the conditions necessary for the development of social organizations. In the last chapter, the author discusses the evolution of the social policy model in Poland and analyzes the role of social organizations in social service provision.


The article both reviews and comments on the results of cross-national social welfare research conducted in 24 OECD countries. It also examines certain trends in social welfare development.


The author carries out an analysis of the social values of two social welfare centres. The analysis is set within the context of Richard Hoefer’s comparative studies. The article concludes with suggestions for change in the Polish social welfare system.


The book, which comprises two parts, is a detailed study of the social welfare system in Poland. In the first part – “The Transformation of the Social Care System with Particular Reference to Social Welfare” – the author provides a critical analysis of the social security system under communist rule and discusses the radical reform of the system, carried out during the transformation period. He also discusses the main problems of social welfare. In the second part entitled “Monitoring and Evaluation Mechanisms of Chosen Areas of Social Protection”,

...
Irena Topińska, discusses notions of information and social indicators and presents some examples of the social care efficiency study already discussed in section 1. Social services and the welfare system.


The first part of the book describes and analyses the aims, the tasks, and the forms of benefits as well as the organisation of social welfare. The second part examines social issues, such as unemployment, poverty, homelessness, substance abuse and institutions that combat social problems. The last part focuses on particular categories of clients, (i.e., families with children with disabilities; elderly people; and ethnic minorities). The work is annotated with statistical data showing both demand (needs) and supply (minimum spending on social welfare).


The article discusses several key issues in relation to social welfare functioning, including the poverty culture, social rights and community paternalism, dependence on social welfare and the merits of local social policy. The theoretical concepts are set within Polish context. Also earlier – see section Clients, users and consumer issues.

C Special fields

Child and youth welfare


A selection of articles on contemporary child welfare by authors from Poland and other European countries (including Holland, Spain, Belgium, Germany, and the UK) as well as the U.S and Canada. The articles/authors are specialised in the following fields: pedagogy psychology, law, social work.


The book is a result of the UNICEF programme “Children at risk in Poland”. It contains articles concerning legal status and history, and considers future change for the reorganization of child welfare services. Particular chapters report on research in both family and institutional child welfare forms (for instance children’s homes, families who have adopted children, and families who foster children) and thoroughly analyses the highly institutionalized Polish welfare system. Institutional care dominates provision for children with special needs.


This book analyses juvenile rehabilitation institutions in relation to legal and educational issues. The history and legal status of juvenile rehabilitation centres, are described respectively. The authors also examine crisis intervention centres, day care centres, and family and rehabilitation centres.


This book discusses problems of rehabilitation, including the classification of institutions, the legal regulations of juvenile rehabilitation centres, juvenile hostels, prisons, and youth custody, probation.

Family services


The following chapters by Leśniak, Elżbieta and Agnieszka Dobrzyńska-Mesterhazy discuss family services issues:

– Chapter 5 – Rodziny w kryzysie: diagnoza i interwencja kryzysowa (Family Crisis: Diagnosis and Intervention); Chapter 6 – Krzyzysy małżeńskie: diagnoza i interwencja kryzysowa (Marital Crisis: Diagnosis and Intervention); and

– Chapter 7 – Przemoc w rodzinie: diagnoza i interwencja kryzysowa (Domestic Violence: Diagnosis and Intervention).


This publication is the result of a project entitled “Social Policy toward Lone Mothers and Their Families in Poland during the Transformation Period”, which was carried out by the Institute of Social Issues. The first part discusses the family situation of lone mothers’ and the second part discusses their legal status. The third part is composed of five empirical studies and one theoretical study, which evaluated how social assistance to lone mothers’ families functions in Poland. The book ends with recommendations for Polish social policy.


The book presents a diagnosis and suggests the need for change in social policy toward the family. The following issues are discussed: the demographic situation of family; family health protection; social infrastructure and family benefits; families at risk; and the family welfare system.

Frail elderly, nursing homes, long-term care


This book is a theoretical and methodological study on how to diagnose the problems of old age and older people and how to design and evaluate social policy in relation to this group, in this field. The author’s thesis is that there is no policy...
towards old age in Poland and that the policy towards older people is limited to social insurance, health care and social welfare.

Górcki, Miroslaw. 2000. Hospice Services for People who are dying. Warsaw: Wydawnictwo Akademickie „Zak”.

This book concerns the organisation and functioning of hospices, which take care of individuals who are terminally ill. Based on empirical studies of hospice and palliative centers, the research was conducted with terminally ill individuals and their families, as well as volunteers and staff. The work consists of two parts: Chapters 1 and 2 are theoretical and Chapters 3 and 4 are empirical.


The book discusses the problems of social support. The study comprises four parts, namely:
- support – general issues and analysis;
- supporting a healthy person;
- demand for support and supporting an ill person; and
- support realization, institutional support, self help, clubs, societies.

Health care related social services, convalescence and rehabilitation


The article documents the relationship between two new professions in post-communist Poland, namely the family doctor and the social worker. Chapters written by Barbara Kruk comment on: the strategic aims of transforming the cooperation between the family doctor and the social worker; a model for a future health care system; the institution of the family doctor; postgraduate education of family doctors; social workers activities; and co-operation between social workers and family doctors.


The article presents the relations between two branches of public administration, one being social welfare and the other one health care. Amongst other things, the article discusses problems of co-operation in the field of residential care, community care, and financial issues.


This volume covers different kinds of disability and deals with convalescence and rehabilitation in the following areas: neurology, physical disabilities, oncology, hearing impairment, locomotor impairment, mental retardation, substance abuse among others. In the last chapter of the book Wiktor Górski discusses organizational and human resources aspects of convalescence and rehabilitation in Poland.

Disability


This book examines the problems of disability and discusses the consequences of a disability (both for the person concerned and their family), as well as assistance to those with disabilities including domiciliary care services and residential care homes. The study concludes with a chapter on the new and emerging trends in disability care provision and models.


This book discusses various studies about the social meaning and implications of disability in three countries – specifically Poland, Sweden and the USA. Published in both English and Polish, it presents a selection of quantitative and qualitative perspectives, written by outstanding Polish sociologists, from the Institute of Applied Social Sciences in Warsaw and Polish Academy of Sciences, and the Department of Education in Stockholm.

Mrgaulska, Krystyna. 1995 Praca Socjalna. 1(10)

This issue, published by Centre for the Development of Social Services, discusses the problems of individuals with mental health problems or mental illness. Chapters written by Krystyna Mrgaulska comment on:
- the characteristics of mental health problems/mental illness;
- presentation of services and institutions for those with mental health problems/mental illness;
- family as the closest environment of a person mental illness;
- presentation of the Polish Society for those with mental health problems/the mentally ill; and
- legal rights and protection of those with mental illness.


In this study, individuals are categorised according to three groups: those with psychological disabilities, those with learning disabilities and those with physical disabilities. The legal status of each group is described and recommendations for social workers, as well as supporting organizations and institutions, are made.

Homeless, the poor, the poverty


This study provides a definition for, and the characteristics of, homeless people, their family situation, their health, their accommodation and their psychological problems. The book contains recommendations for social work with homeless people, and a description of supporting institutions and organizations, as well as an analysis of their legal status.

This volume is the result of sociological research conducted in the Department of General Sociology at the University of Łódź. It forms part of the studies entitled “Forms of indigence and social threats and their spatial distribution on the territory of Łódź”. Financed by the Committee for Scientific Research data was collected in relation to the following. The characteristics of the poor in terms of their behaviour, and life strategies; and the attitudes and behaviour of social workers and welfare managers. Research was conducted through group interviews, individual interviews and documentary analysis. The project team, comprised Agnieszka Golczyńska-Grondas, Jolanta Grotowska-Leder, Jerzy Krzyszkowski, Elżbieta Michałowska and Małgorzata Potoczna were supervised by Wielisława Warzywoda-Kruszyńska.


Another publication by the Department of General Sociology of the University of Łódź, which addresses the problem of poverty in Łódź and people who are victims of it. The project pursued four goals, namely:
- to construct poverty maps on the basis of poverty indices;
- to identify the patterns of slipping into poverty, in enclaves of poverty;
- to analyse the functioning of social institutions (mainly social welfare institutions in enclaves of poverty);
- to analyse social risk in enclaves of poverty.

The last chapter of the book, written by the three authors: Wielisława Warzywoda-Kruszyńska, Jolanta Grotowska-Leder and Jerzy Krzyszkowski, presents a local poverty – counteracting strategy.


This is the most comprehensive book on poverty in Poland as a whole. It has been written by several researchers, who represent different disciplines. They address various aspects of poverty in Poland. Volume 1 consists of the following two parts: the first – Lines and measures of poverty; the second – Threat of poverty. Volume 2 consists of three parts. They are as follows: part one – poverty lines and measures; part two – the threat of poverty; and part three – counteracting poverty – institutional aspects.

Unemployed


This book comprises two sections. The first – “History” – discusses the unemployment situation, in Poland, prior to the Second World War and traditions of Polish research into unemployment. The second – “The Present Time” – draws on: a description of unemployment between 1990 and 1994; the results of unemployment in satisfying material needs; and unemployment assistance institutions. The book concludes with a presentation of programmes, which are aimed at preventing unemployment.


This book presents the results of research, which was aimed at identifying various factors influencing the attitudes of unemployed individuals. The author carried out qualitative analysis in relation to identifying the specific traits of those who were unemployed, and their activities and social welfare clients who were searching for work. A proper economic policy and social education appear to be indispensable, when it comes to managing unemployment.

Immigrants and refugees


This issue of Polityka Społeczna provides both a discussion about the free flow of the labour force and presents the results of research into migrations for financial or economic reasons within Poland. The article by Golinowska, Stanisława. 2000. “Latent migration from Poland. Facts and Myths” is noteworthy.


The eleventh chapter of the book describes and analyses the issue of migration, its definition, the reasons for migration and statistical data on migration. The legal regulations in relation to migration and institutions that deal with this problem in Poland are discussed.

D Summary assessment of current debates in the field.

The study of social services has, until recently, not been a popular subject for research, which is why there are some unexplored areas and gaps, which need to be addressed. During the communist period (1945-1989), social services played a minor role in the socialist welfare state security system, which was based on state social services.
Changes began with the 1990 Welfare Act and continue to the present day. They have been mainly concerned with the following.

- The philosophy of ‘empowerment’, which replaced socialist welfare state ‘paternalism’, at least at the legislative and central administration level, (where social services were linked with labour rather than health).

- The professionalisation of the state welfare system, where workers and managers are required to have a higher level of education than was previously the case.

- Welfare pluralism – ‘the mixed economy of welfare’ has become a popular form of welfare provision, especially in relation to residential care homes and home care services. Having said this, effective partnerships between the state and social partners have not as yet been established.

- Decentralization of the welfare system introduced in 1999, changed the whole organization of social services. It revealed several problems, namely: insufficient financial resources at the local level; the absence of executive regulations accompanying new tasks; negative attitudes of local political elites towards social services; and a lack of social capital – after 45 years of communism.

- Desinstitutionalization, that is currently under way, concentrates on both the care of the family and care of children. Foster families have become a strongly supported alternative to children homes.

- The domination of cash benefits; the marginal role of social work as an instrument of social service workers; the criticism of the entire social service system as too expensive and inefficient; together with the state budget crises, have provoked debates on the ‘welfare dependency syndrome’ and its consequences for society. Whilst poverty and unemployment continue to be widespread, neoliberal arguments have gained support among political elites.

A Synopsis of the Social Service System

Since the publication of the first Bibliography of Social Services in 2000, there have been important changes in Portugal’s social service system. One of the most prominent trends can be described as increasing decentralisation from central government to local government and contracting out to private providers. A second trend is the effort to improve co-ordination between the various social services and organisations responsible for them in the fight against social exclusion (Ministério do Trabalho e da Solidariedade, 2001). Such co-ordination is now considered indispensable in adequately addressing the complex and interrelated dimensions of social exclusion. As a result of both trends, there is an increase in the frequency of ‘partnership’ agreements between different agencies for service provision, and academic attention to them.

These trends have gone some way toward addressing some previously identified problems within the social service system. However, they have also brought new problems, as illustrated in the literature reviewed here. Moreover, it is as yet unclear if Portugal’s new Social Democrat government, which replaced the Socialist government in early 2002, will continue to promote the previous government’s ‘National Plan for Inclusion’ (Ministério do Trabalho e da Solidariedade, 2001). But there is reason to believe that the trends described will continue because many are tied to European Union policy and even wider ideological premises, for example, the commitment to ending social exclusion and poverty.

In the Portuguese academic literature, the literary translation of the English expression ‘social services’ (serviços sociais), is rarely used. However, the concept of social services has much in common with the Portuguese concept of ‘social action’ (acção social), which much of the Portuguese literature uses when discussing issues relating to social services. Social action is a form of social protection that aims to prevent economic and social deprivation and to protect the most vulnerable groups. Vulnerable groups typically include children, young people, people with disabilities and the elderly, but also refer to others such as the unemployed and individuals who abuse substances. ‘Action’ implies the provision of a tangible social service to an individual or a family (Segurança Social, 1999a). Most traditional social services fall within this category, however the concept of social action tends to exclude certain services for the unemployed that are more commonly encompassed in the concept of social services as used in the English language, such as training. The lack of a clear definition of ‘social services’ is probably a reflection of a wider lack of academic interest both in social policy in Portugal generally (Rodrigues, 1999), and in the study of organisations working in the area (Barros and Santos, 1997).
The total size of the social service economy in Portugal has been estimated using relevant statistics available on a disaggregated level by area of activity and region. Unfortunately, the latest data that is available pertains to service activity in 1997. In that year, state expenditure on social services totalled Euro 541,000,000 (Themudo, 2000). This constitutes a 290% increase since 1990, when expenditure totalled only Euro 186,305,000 or 37,261,000,000 Portuguese Escudos (Mendes, 1995). This is a remarkable increase even when adjusted for inflation. In addition, donations from individuals to non-profit organisations in 1997 were approximately Euro 40,000,000 (Santos, 1997). Figures on company donations and fees are not available, but it is likely that in 1997 total expenditure on social services were altogether well over Euro 600 million (Themudo, 2000).

At the end of 1997, the formal social service sector employed 63,400 professional staff and provided services to 328,579 users, with a total user capacity of 367,841 individuals at any one time. There are no available figures on volunteer labour, including unpaid labour in the informal sector, despite evidence that non-profit social service providers in Portugal play an extremely important role in the formal social service sector (Themudo, 2000). Although this could suggest large inputs by volunteers, as nonprofits in most countries tend to use volunteer labour regularly, this is not the case here since according to Hespanha et al. (2000), nonprofits in Portugal rely almost exclusively on paid staff. If Hespanha et al. (2000) are correct, volunteer labour in the formal sector is probably much less than in most other countries in the European Union. However, once Portugal’s informal social service sector is included, the picture completely changes.

Although its total size is unknown, it is clear that informal social provision forms a substantial dimension of Portugal’s social service system, which relies heavily on informal and family networks. One survey revealed that over 60% of care for pre-school children was delivered by informal networks and the family (Portugal, 1995). A similar picture is likely in areas such as care for the elderly and for people with disabilities. Once these beneficiaries are included, the total number of social service users rises substantially. This very large informal sector for social service provision constitutes one of the greatest differences between Portugal’s social service system and that of other EU countries, although they all share a ‘mixed model’ of service provision.

In addition to the informal sector, Portugal’s mixed model of service provision includes: state institutions at the national level and increasingly at the regional and the local levels; a small number of for-profit providers (not likely to exceed 500 in 1997); and non-profit providers, which dominate with more than 3,100 by the end of 1996 (Barroco, 1997). Nonprofit providers include some worker unions, professional associations, church organisations and secular charities. The strength of the church among private (nonprofit and for-profit) providers is another particularly important characteristic of social service delivery in Portugal (Fonseca, 1996).

There is almost a complete lack of any academic analysis about the relative proportion of services delivered by each type of provider. One estimate, based on government statistics (Segurança Social, 1999a, 1999b), suggests that non-profit organisations dominate (Themudo, 2000). At the end of 1997, social services that depend on some kind of physical infrastructure (equipamentos) – that is, the majority of formal social services – were provided by nonprofit organisations to 89.1% of all users, compared with only 3.4% by for-profit providers and 7.5% by state organisations (Themudo, 2000).

Formal social service providers are financed through fiscal transfers (grants), contracts, donations, and fees. The state has the lion’s share of spending on social services, financing national and local administrations directly, and financing nonprofit providers mainly through contracts or ‘agreements’ (Acordos). The state also makes fiscal transfers to users, who can then purchase services from nonprofit and for-profit providers. The recently adopted guaranteed basic income model ties the right to fiscal transfers together with the consumption of social services.

In fact, contracts or ‘agreements’ constitute the majority of nonprofit providers’ income. These contracts provide payments corresponding to number of users, up to a quota. Contracts are supplemented by user fees, donations and volunteer labour. Private providers have no contracts with the state, instead catering to users able to pay for services. In 1997, 83.1% of users were covered by contracts in eligible services; nonprofit providers alone received state money from contracts covering 95.6% of their users – indicating their level of dependency upon the state (Themudo, 2000). In contrast, informal social service providers mainly use their own (private) income to finance services.

Social services have a privileged position in the Portuguese legal system. The Constitution establishes social rights (Article 9) and a system of social security (Article 63) as well as the basis for economic support by the state to nonprofit organisations working for the public welfare (Article 63). A new legal framework which was approved in 2000 (Lei de Bases da Segurança Social – Resolução do Conselho de Ministros nº 150/2000 de 11 de Novembro) outlines the basics of the social security system, including models of delivery and financing. Among its principal traits are citizen’s rights to social security, the use of positive discrimination to promote equality, and the mixed economy nature of social service provision (see Cabral 2000).

B Annotated Bibliography

There are few direct references to the concept of ‘social services’ in the Portuguese academic literature, and no specific social service discipline. Rather, social service issues are addressed within the broader fields of sociology, social work and social policy, and often use the concept of ‘social action’ as described above.

1. Comprehensive works, overview volumes and classics


This is a complex and rich volume that analyses various sociological propositions about Portugal in a moment of post-modernity. The author proposes that the concept of the “welfare society” (Sociedade-Prévidência) be used alongside
that of the “welfare state” to understand social service provision by non-state institutions such as the family and the church. The welfare state in Portugal never really developed in the way that other European welfare states did. In Portugal, as a country of intermediary development, some characteristics reflect Northern Portuguese society (e.g., legislation, some consumption practices) whilst others reflect Southern Portuguese society (e.g., collective infrastructure, type of industrial development). Thus it is not easy to understand Portuguese society (e.g., state – civil society relations) through theories developed for either Northern or Southern societies.


This classic text analyses social policy in Portugal. Although the bulk of its analysis centres on education and health, it also provides important insights into other areas of social service provision. The welfare state in Portugal faces increasing financial crisis due to rising social needs (i.e., the ageing population) and the stagnation of income. The crisis in the welfare state has three dimensions. (1) *Financial*, because the increase in social spending is greater than the increase in economic growth and thus is often financed through growth in public debt, which cannot continue forever. (2) *Legitimacy*, because the greatest beneficiaries tend to be those who are better informed and positioned in society rather than the most vulnerable. (3) A crisis arising from *centrallisation, bureaucratisation and a lack of transparency*. The author further argues that changes in the welfare system must be of a more fundamental nature rather than occurring through incremental adaptations. The author sees social policy in Portugal among the least developed in the EU next to Greece.


The relationship between social welfare and the recently developed democratic regime in Portugal receives careful examination in this study. The author argues that both Spain and Portugal demonstrate that there is no unequivocal relationship between democracy and redistribution policies. Unlike most Western European countries with democracies predating World War II, democracy in Spain and Portugal is recent. Previously, dictatorships showed little concern with social redistribution issues. This attitude changed dramatically whilst Portugal and Spain were still under dictatorship in the 1970s, most likely because of a combination of stronger economic growth, the hesitating problems of economic liberalisation, Portugal’s desire to join the EU, and social discontent.


In this analysis of social assistance in Portugal from 1970 to the early 1990s, the author argues that social assistance is an area of state policy, even where the state is less committed to welfare. She describes how after a transition period, there is a search for “renewed” discourses on social assistance and social service provision. She traces the ever-changing scenario from ‘developmentalist’ (during the dictatorship) to liberalisation (recent times), passing through the socialist influence of the revolution and the normalisation interventions of the IMF, until Portugal’s “negotiated” admittance to the EU. This is an important historical analysis of the evolution of attitudes toward social services and the welfare state over the past thirty years, clearly indicating the constant state of transition in the sector.


Arguing that social policy and social service provision must be understood within the wider concept of the ‘welfare state’, the author of this article identifies four defining factors of the welfare state in Portugal. These are: democracy that shapes the demand for social services; the expansion of social and work rights; the consolidation of norms aiming to reduce inequality; and the institutionalisation of associative rights, participation and partnership between the state and other social actors. The structural dimension of the welfare state is based on the contractual model of social intervention and the regulation of social life, with important consequences for the model of social services provision.


The author examines the evolution of the Portuguese welfare state, arguing that it developed late – after 1974. He demonstrates that state spending on social services increased significantly between Esc$ 37,261,000,000 (Euro 186,305,000) in 1990 and Esc$ 71,652,000,000 (Euro 358,260,000) in 1993. The ageing population and potentially high levels of unemployment (small at present but likely to increase in the near future, as Portugal modernises its economy) will pose the main problems for the financing of social service provision in the future.

Hespanha, Pedro; Monteiro, Alcina; Ferreira, A. Cardoso; Rodrigues, Fernando; Nunes, M. Helena; Hespanha, M. José; Madeira, Rosa; Van Den Hoven, Rudy; and Portugal, Silvia. 2000. *Entre o Estado e o Mercado: As fragilidades das instituições de protecção social em Portugal*. [Between the state and the market: the frailties of nonprofit organisations in Portugal]. Coimbra: Quarteto.

This book is written by some of the most eminent researchers of social policy and social service provision in Portugal. As the title describes, the volume deals with nonprofits dedicated to social welfare provision. It follows from an extensive programme of empirical research, one of the few such works in this area of increasing importance in Portugal. After assessing the welfare needs of the population (i.e., citizens and social risk), limitations, challenges and strategies of civil society welfare provision are discussed. Finally, it discusses the role of the state, concluding that neither the state nor civil society alone can address the complexity of the welfare problem.

2. Supply and demand of social services


This article constitutes one of the few academic studies about the role of local government in policy-making and the implementation of social services. The author argues that relations between central government and local government are marked by conflict between autonomy and dependence. He points to four tendencies in
local government social services delivery: (1) stabilisation of the number of social services infrastructure locales; (2) increased importance of service provision and partnership creation with other social actors; (3) increased financial transfers to local nonprofit providers; and (4) substantial organisational and human resource development in social services.


The author analyses new perspectives on social rights, arguing that relations between the state and citizens in Portuguese society do not correspond to the social democracy model as often claimed by politicians in Portugal. Instead of a system based on citizens with a right to demand social services it continues to be dominated by a clientelistic logic that degrades social rights into the seeming benevolence of rulers, and converts system users into ‘clients’ of state bureaucracy. Therefore services tend to be dominated more by supply than demand logic. Moreover, since social policies are conceived as measures to compensate individualised social risks, there is a lack of articulation of different policies.


Cabral analyses the results of a large survey (n=2500) undertaken in 1994 on public attitudes toward the welfare state and public policy priorities. One of its interesting findings is that most people think the welfare state is insufficient or bad. Only 17% of respondents thought it was good or sufficient. People from higher classes, aged between 45-64 tend to be most critical of the system. There is strong resistance against paying fees for public services – and belief in financing services through taxation. In terms of social priorities, respondents indicated that the most important groups were the elderly (69%), followed by people with disabilities (53%), children (35%), the unemployed (33%) and people who abuse substances (12%).


This article assesses the evolution of poverty in Portugal between the years 1899/90 and 1994/95. It contrasts poverty estimates using both absolute and relative poverty and different methodological options in how each is estimated. It concludes that all measures of poverty indicate an increase in poverty for the period, both in terms of intensity and number of people affected. The author discusses the utility of the various measures of poverty, arguing that their relative value depends on the purpose at hand.


The national plan laid out by the Ministry of Employment and Solidarity outlines the following eight ‘great challenges’ of social policy and social services provision in Portugal. First, to eradicate child poverty by 2010. Second, to reduce the poverty rate from 23% in 1995, to 17% in 2005, making it equal to the EU average. Third, to reduce absolute poverty by 50% by 2005. Fourth, to promote inclusive cities. Fifth to develop rural areas. Sixth, to co-ordinate various social services and social security payments, creating a global package to address social exclusion. Seventh, to specifically address social exclusion at school age. Eighth, to create an emergency service for homelessness, individuals who have experience of violence or other urgent needs. The plan also presents strategies and indicators to evaluate the progress in each of these challenges.

3. Definition, forms and types of social services

“Social services” are not defined in the Portuguese academic literature, nor are there typically references to definitions of social services in foreign literature. However, a definition and typology is offered in the following government publication.


This volume, written by individuals in the state organisation responsible for social security, presents detailed statistics about social service provision in Portugal. Social services are grouped into the following categories: (1) children and youth services, including nurseries, some types of professional home care, nursery schools, and homes; (2) family and community services, including social work support, home support, refectories, and detoxification programmes; (3) services for people with disabilities, including homes and work therapy centres; and (4) services for the elderly, including homes and day centres. Most social service provision is organised around this state-defined typology due to state influence as the main funder of social services.

4. Organisational aspects, forms, ownership and auspices of provider


This reference text presents the history and current state of the most important non-secular charitable institutions for social service provision. The Misericórdias. Misericórdias (translated as mercy, compassion, and commiseration) has existed in Portugal for almost 500 years and according to the author cannot be found anywhere else in the world. Throughout Portugal’s history they have provided relief to the poor and destitute. During the socialist revolution they suffered a serious blow: their hospitals became state property and were integrated into the national health system, and their administration passed on to state bureaucracy. However, this had the effect of turning their attention to service provision for others, such as children and the elderly, which they still maintain today. The author points toward the extensive role that these organisations play in social service provision, as well their deficiencies, such as amateurism and paternalism.

This collection of seventeen conference papers presented in Lisbon in 1997 is the only book that deals directly with nonprofit organisations and social service provision. The first part covers a wide range of issues relating to nonprofit organisations, including the causes of growth, the legal framework, state financial support, incentives for donations, and service provision. The second part presents case studies of nonprofit organisations. The third part examines social services provision and their financing. In the last section, the future of nonprofit organisations and social service provision are discussed.


Nunes refutes the traditional idea of the welfare society (private welfare service provision, formal and informal) as a survivor of rural and pre-modernity roots, destined to disappear under urbanisation and modernisation. Instead the concept is recuperated and codified as a post-modern response to the solidarity deficit in the capitalist age. Protection roles previously under state responsibility are increasingly transferred to civil society, in a process generally accompanied by a tendency to overlook the limits of the welfare society. The author concludes by identifying and discussing some of these problems, especially those pertaining to social relations, that give form to the welfare society.


The author describes the role of local government in social service delivery in Portugal. A table is used to illustrate the role of local government in various areas of social policy and relevant legislation: social security, health, education, housing and social services. Branco argues that local government plays only a supplementary role in social service provision, complementing central government provision. Local government tends to concentrate on the most vulnerable groups, but their involvement in social service delivery has been growing through partnerships with central state bodies and local actors. In conclusion, the role of local government provision in Portugal is compared with that of other European countries. The relationship between social services and local government is treated much more extensively in Branco’s 1998 publication, Municípios e Políticas Sociais em Portugal, 1977 – 1989. [Municipalities and Social Policy in Portugal, 1977 – 1989]. Lisbon: Instituto Superior de Serviço Social.


This examination of childcare provision reveals that services are essentially delivered by the family, frequently supported by relatives and friends. The author provides evidence of who takes care of children according to their relationship to the child. She argues that women have a central role within caring networks, and as women increasingly integrate into the labour market, this role will become more fragile. In terms of formal care, nonprofit organisations provide the vast majority of childcare, while the state provides only for 9.5% of children, and for-profit organisations provide even less. Informal childcare dominates, with 63% of children cared for by mothers or relatives. The importance of informal networks in the provision of social services is often noted in the Portuguese literature, but this article is one of the few that provides empirical evidence to support such claims.

Hespahan, Pedro; Monteiro, Alcina; Ferreira, A. Cardoso; Rodrigues, Fernanda; Nunes, M. Helena; Hespahan, M. José; Madeira, Rosa; Van Den Hoven, Rudy; and Portugal, Silvia. 2000. Entre o Estado e o Mercado: As fragilidades das instituições de protecção social em Portugal. [Between the state and the market: the frailties of nonprofit organisations in Portugal]. Coimbra: Quarteto.

This book on nonprofits dedicated to social welfare provision is authored by some of the most eminent researchers of social policy and social services provision in Portugal. It follows from an extensive programme of empirical research, one of the few in this area of increasing importance in Portugal. The book discusses some of the limitations, challenges and strategies of civil society welfare provision, and concludes that although nonprofits are valuable instruments in social welfare provision they have limitations such as reduced autonomy from the state, lack of volunteer input and lack of co-ordination. They must therefore act in concert with state provision to deal with the complex nature of the problems they are trying to address.

5. Financing


The authors review arguments for state financial support of nonprofit providers. They identify legal-constitutional, social and economic reasons. Analysing the fiscal system and tax exemption regime applied to nonprofit organisations, they conclude that nonprofits have “survived” various attempts to revise and reduce their fiscal benefits by demonstrating valuable performance. Moreover the existence of fiscal benefits for non-profit organisations with a social mission is in line with current practice in the EU.


The author analyses fiscal instruments used to encourage civil society donations to nonprofit organisations. Analysis of the application of these incentives reveals the increasingly important role of donations in financing nonprofit organisations. The author also analyses individual giving by income level and type of activity. He observes that higher income earners make more donations than lower income earners, but this may result from the higher marginal rate of taxation, which is higher for higher income groups. He calls for a revision of current instruments to increase their ‘social transparency’, coherence and autonomy.
6. Staff and volunteers


This article analyses the roles attributed to and demanded by nonprofits in social service provision and social policy in general. A survey of nonprofit organisations operating in Lisbon indicates that despite the rhetoric, volunteers are not a common feature in this type of organisation. More than half of non-profit organisations surveyed did not have any volunteers, and moreover were ambivalent about them, seeing volunteers both as a weakness and a potential strength within the organisational structure.

7. Clients, users and consumer issues


Arguing in favour of a need to change the traditional assistance approach of social service provision, the author supports a participatory approach. Such an approach requires a re-conceptualisation of the role of users, from passive to active participants, capable of dealing with their problems. It also requires a shift away from a reactive approach aimed at addressing the consequences of social problems, toward a preventative approach aimed at addressing the causes of social problems.


The authors describe the transition from individual assistance to macro processes in social service provision. They analyse how social workers operate and the evolution of their approach. After the 1974 socialist revolution in Portugal there was a strong growth in social rights in Portuguese legislation. These rights were oriented towards individuals and families. After Portugal joined the EU, poverty was understood not only as the result of individual circumstances but also as a structural problem, in line with the development model adopted in the EU. The EU-financed programme ‘Fight against poverty’ encouraged actions that conceptualise issues of poverty from a macro perspective.

8. Efficiency, effectiveness and equity of social service provision and financing


The author describes a model for financing social services in Portugal. Through using econometric calculations, he finds that state subsidies to nonprofit providers are positively related to the number of users, and negatively related to the population density in the district area and the number of staff. This shows that nonprofit organisations that capture more state finance are the most efficient organisations (with more users per members of staff) located in financially integrated districts without high population density. Because districts without high population density tend to be poorer (rural) the author concludes that the current system encourages a tendency toward greater regional equity, as part of wider social equity policy, and demonstrates efficiency in the distribution of resources from the state to nonprofit providers.


Perspectives on social security reform in Portugal are analysed through historical models of social security in Europe. The author points towards a tendency for the “Americanised system” (i.e., privatisation, selection/individualisation, and work/moralisation) through the implementation of the Guaranteed Basic Income model. If these tendencies consolidate, she argues, the poorest will have less access to social services and the rift between poorest and richest will increase.


The authors examine the evolution of social policy efforts to combat social exclusion in Portugal until 1997. Three key areas are considered: social security, employment and education. The main ethical and theoretical justifications for social policy are examined and contrasted with the main legal tools that shape the fight against social exclusion. They conclude that the state has been shedding some of its responsibilities in the name of privatisation and greater efficiency, and has concentrated its efforts on paying fiscal subsidies. This has been to the detriment services that improve or protect social inclusion, such as education and employment.

9. Patterns of relations among providers


Drawing on a survey of nonprofit organisations operating in Lisbon, this article analyses the roles attributed to and demanded by nonprofits in social service provision and social policy in general. The concept of partnership is described as the underlying basis of the relationship between nonprofit organisations and the state. However, this partnership does not involve much participation by nonprofit organisations in policy-making. Since these organisations normally operate in resource-scarce areas, it is difficult for them to maintain their independence from the state. The result is often a loss of autonomy among nonprofit providers that ultimately adopt management models from state institutions.

Branco argues that the Guaranteed Basic Income model is an instrument for raising user responsibility through ‘contractualised’ relations between beneficiaries/citizens and society. The model rests on the idea of partnership involving state bodies, local government, nonprofit organisations, businesses and worker associations. Partnerships are formalised in “local accompanying commissions”, which include representatives of the different partners and are responsible for the governance of the partnership. The model thus introduces the idea of social responsibility and the provision of social services to address social exclusion.


The author examines the 20th century evolution of social service provision, from the logic of assistance to the logic of social action. The latter emphasises research, data gathering and evaluation to inform objectives, strategies and learning. Bordalo argues that social services today must rest on ideas of partnership and user participation. In partnerships, the parties too often blame each other for poor performance. Partnership, to be effective, must have a clear allocation of tasks and duties among all parties involved.


The article describes recent trends toward the adoption of ‘participation’ and ‘partnership’ as guiding principles in social service provision. The author argues that these principles have emerged in Portugal essentially as part of European Union guidelines, namely the III Poverty Programme. These principles create new challenges and force service providers to adopt change that goes beyond procedures. Real change needs to take place in the culture of social relations between providers and receivers, to replace top-down relationships with more bottom-up and horizontal relationships.

10. Innovation and change


The author describes the appearance of a new field for social service provision that is emerging as a result of technological change. He focuses on the case of SOS-Child, a telephone-based service responding to reports of child abuse. The service involves practices that are different from traditional face-to-face service delivery. Advantages include maintaining anonymity and confidentiality, preventing intimidation, which is sometimes caused by the institutional environment, and providing an easy way for reports to be received. On the other hand, technicians have no direct control over relationships with users. Staff implementing such services must be highly qualified not only because of the complex nature of the service but also because of their need to work as facilitators.


The author explores the relationship between social service provision and new technological advances in computing. She argues that these developments offer unprecedented opportunities for the systematisation of data that may lead to more efficient service provision. However, new information systems also brings new dangers, namely those of security, in a field where extremely sensitive information needs to be safeguarded. This includes the need for transparency about what information is kept, informing citizens about what information is available and how to consult it should they wish to.


The author discusses the increasing use of information technology in social service provision, arguing that the potential for greater productivity is coupled with a potential for new difficulties to emerge. In particular, practitioners fear making grave errors such as unwittingly disclosing confidential and private information through the new technologies, or feel overwhelmed by new technologies that change regularly and that they may not understand. To realise the potential of information technology, staff training must be introduced to respond to the specific needs and fears of practitioners.

11. European Union and globalisation issues


In this article, the author analyses new perspectives on social rights in Portugal, arguing that Portugal’s entry into the EU has led to an approximation between social policy in Portugal and other states in the EU. Consequently, the “breaking up” of the Portuguese welfare state began before it was ever consolidated, with graver consequences than elsewhere due to the vulnerability of certain sectors of Portuguese society (e.g., rural population, ethnic minorities, young people). The discourse of harmonisation and accumulated experience has legitimated political options that do not take into account the particularities of Portuguese society. The stalemate between the building of the welfare state and the progressive withdrawal of state commitment has led to an unplanned upsurge of private alternatives to the production of social goods and services.


This volume comprises a collection of essays on citizenship and globalisation, with reference to Portugal as well as a variety of other countries. It discusses, at length, the evolution of ‘citizenship’, which began in terms of political rights and broadened to include social, economic, environmental and other rights. At the same time, the idea of citizenship is widening to encompass multiple levels – local, national, European and global (such as the United Nations). New information technologies are also having an impact upon citizenship; information is at the centre of decision making and participation, thus citizenship cannot be realised without proper access to information. This collection of essays presents some of the richness of the idea of ‘citizenship’. However, there is very little treatment of ‘globalisation’, which the essays only indirectly address.
This article examines some of the challenges facing the social welfare dimension of the European Union. It argues that globalisation and further integration bring important challenges, including widening social divisions. The author argues that labour unions have a critical role in ensuring a more ‘social’ and fairer European Union. The article provides a very useful compendium of EU legislation in the area of employment and workers rights.

13. Comparative and cross-national issues


In both Spain and Portugal democratisation – whether an initiative of the political left or not – led to an important shift in social policy and social service provision. This was permanent and pronounced in Portugal, and modest and temporary in Spain. The author argues that if we take into account all aspects of the change that occurred, we are forced to conclude that those who remained faithful to the anti-democratic thinking of the 19th century did not have much to fear from democratisation in terms of a radical redistribution. Even the revolution-ary zeal of the leftist transition government in Portugal ultimately yielded to the will of the median voter.


This article analyses the issue of solidarity within social policy, and in particular in the context of reciprocity networks that are established between individuals living in hardship. It synthesises a comparative study between Brazilian and Portuguese societies, which each faced different crises regarding the role of the state in social service provision. Welfare society is analysed in its role of social reproduction, as well as its relationship with state service provision. Alongside its characteristic opposition to conformity, welfare society based on strong social cohesion is seen as a potential replacement of state obligations in both societies.


This article examines the history and current state of social work training in Portugal, arguing that the Portuguese experience is quite unique within the European context. For example, social work studies in Portugal are ‘vocational’ degrees and therefore have a lower social status than other professional occupations such as lawyers or medical doctors. In Portugal, social work degrees are awarded at a Bachelor level (generally 3 years of study) as opposed to more traditional professional degrees, which are at ‘Licenciatura’ level (generally 5 years of study). There is thus a differentiation between more and less prestigious degrees based on how long they take to complete. In Northern Europe, on the other hand, students of social work can be awarded undergraduate degrees that match any professional degree, and can even go on to take a postgraduate degree at Masters level. This appears to suggest that a lower social status is awarded to the social work profession in Portugal.

14. Current trends and policy issues


The author anchors social service provision to human rights, by justifying social service provision within a human rights and social development framework. Social services provision traditionally associated with ideas of territoriality and citizenship should give way to provision of social services based on the notion of human rights, which is more inclusive than the concept of citizenship. Human rights also belong to a more integrated set of principles, which impact at the level of the ‘human’ and the ‘person’. The adoption of a human rights framework will bring about an important renovation of social services provision.


The author describes the undeniable trend toward the ageing of Portuguese society and analyses some of the impacts society. Due to the increase in number of
beneficiaries, social spending will need to increase both in terms of fiscal transfers and social service provision. The author suggests we change our understanding of the elderly from simple beneficiaries and inactive citizens to potential workers in public benefit activities, thus reducing their dependence on the state. This calls for a more fundamental recognition of the social value of individuals in their post-retirement years.


This special edition journal presents the proceedings from a conference held in Lisbon (November 3-4, 1997) on Guaranteed Basic Income. This conference attracted papers on the topic of basic income policy and the experiences of France, Spain and Portugal.

15. Other topics


The author examines definitions and roles of the family in Portuguese legislation and social policy. Family and social rights were once defined in terms of legitimate family ties and dependence on the ‘head of the family’. Today, the definition of family is changing to incorporate gender equality. The author concludes that the social protection level is low in general, whilst gaps in formal service provision are filled by informal solidarity networks and the family (defined as the extended family with grandparents). State support for such informal provision will largely depend on the definition of the family that is adopted.


This article provides an empirical analysis of single parent families in Portugal. The author examines discourses in the field of drug addiction treatment. Empirical evidence is presented, contrasting the attitudes and discourses of two main service providers in this area – the state and the church. The author argues that ethical prejudice ‘criminalises’ drug addiction. Ethics colonises medical science with important consequences, not only for which services are provided but also for how such services are provided, with the result that social services in this field aim less at protecting health than purging social evil.


The author contrasts the rhetoric and practice of social service provision in the area of family services and welfare. There has been a tendency to focus on fiscal transfers to the young and the elderly, to the detriment of badly needed services such as day care. This reflects the low priority and attention given to these social services in social policy. The author concludes that there is a stark contrast between the importance of family services and policies in rhetoric, and the low profile of family services in practice since 1974.

C Special Fields

Child and Youth Welfare


The author reflects on the roles of the family and institutions in providing social services. Taking the case of pre-school care, she describes the need for complementarity and the common tension between two spheres of service delivery – formal and informal. Institutional responsibility overshadows family responsibility not only because children spend more time at institutions, but also because institutions alter the practices, values and lifestyle of the family. As a result, families have an ambivalent attitude toward this type of social service, which while removing one burden by shifting responsibility for caring, takes away much of the family’s power to educate children.


The author examines demographic changes and their impact on social service provision to children. The birth rate in Portugal has declined, to only 1.2 children per couple currently. As a result the composition of both the immediate and extended family has changed dramatically. At the same time, representations of childhood are losing their value as insurance for the labour force or the elderly, such that children are no longer considered an investment but a cost. Almeida also examines the importance of family networks for the social protection of children. She concludes that social service provision needs to continuously re-examine its role in a changing social reality.

The author describes a nonprofit shelter for molested children, the *Centro de Acolhimento Casa do Infantado*. This state-run centre temporarily houses abused children and ensures their security, offering a range of services including finding permanent homes for children. The author argues that this type of centre is an important state responsibility that ensures the citizenship rights of children subjected to violence.


This comprehensive edited volume on the multiple challenges and current state of family protection and welfare traces the evolution of family demographics. It argues that current trends such as divorce, single parenting and ageing families have profound implications for family welfare and the delivery of family services. The book also covers issues of long-term illness and disability and their impact on family welfare. It concludes with an analysis of the critical problem of violence in the family. For each of these topics, the book provides a helpful review of current scientific knowledge as well as relevant legal and other resources.

### Frail elderly, nursing homes, long-term care


The author describes and analyses care of the elderly as a strategic unit in one of the most important church organisations for social service provision, *Santa Casa da Misericórdia* in Lisbon. She begins by reviewing current trends in social ageing, and then describes the origin and establishment of the different areas of care for the elderly: home support; homes for the elderly; day centres and leisure centres. She also comments on current legislation in the field.


This article discusses the changing needs of the young and the elderly in Cascais, a local government area near Lisbon. The authors provide quantitative data about the composition of social service provision for the elderly in this locality. They argue that the different generations are increasingly separated and that social service provision tends to reflect this separation through separate provision. While perhaps a natural response, it fails to draw on important existing solidarity networks across generations, and in many instances even weakens them. This is particularly problematic for the frail elderly, who for a number of reasons often “fall through” the system of social service provision.

### Disability


The author describes a project aimed at preventing mental illness in an urban community in Oporto. She argues that the project’s integrated approach, which tackles many service areas simultaneously, has proved very successful and should be more commonly used. In this case integration was possible due to the high level of personal commitment from the staff involved. However, state service provision in the area of mental illness tends to be patchy rather systematic.


The authors describe the emergence and impact of the CERCI movement, an important collective action dedicated to the education and rehabilitation of children with disabilities. The movement emerged shortly after the socialist revolution in 1974, which created a social rupture and class struggle for previously neglected rights to social services. The movement was very successful in bringing about the creation of services for children with disabilities that are still in place today.


This comprehensive edited volume on the multiple challenges and current state of social service provision in the mental health field pays specific attention to children, young people, the elderly and substance abusers. The book provides a helpful review of current scientific knowledge and lists non-profit organisations working in the field.

### Homeless, the poor, poverty


The author describes a study profiling poverty in Oporto and argues that this type of study is a fundamental step toward adequate service provision. State bodies
with a territorial basis have a wealth of information that needs to be systematised. On the basis of this experience, she advocates the need for local centres responsible for studies, the integration of service provision and the creation of adequate solutions to local problems. These centres would be a necessary step toward the integration of social service provision.


This article describes a case study of a partnership between the state and the family, aimed at addressing the related problems of alcoholism and social exclusion. It presents extensive quantitative data on the relationship between alcoholism and social exclusion, and describes the project “to live again” (viver outra vez). It concludes that these problems must be addressed through a comprehensive and concerted effort involving various social service agencies. Priority actions should focus on health services, employment, education and welfare services, and family involvement.

Unemployed


The authors examine the causes of social exclusion and services for the unemployed. They argue that training has been the main service provided, comprising only a technical fix to a much deeper and more complex problem. To generate better results, a profound change in the behaviour of economic agents is needed alongside a sharing of responsibility between political and economic actors. At present, the idea of partnership is mainly rhetorical; it needs to become a reality in the relationship between the state and other economic agents.


The author provides an historical analysis of social services related to unemployment. Before World War II, concerns were expressed in terms of matching employment supply and demand. From World War II to the first oil crisis in the 1970s, concern shifted toward an emphasis on training. Since then private providers have entered the market. Public intervention emphasises financial incentives for employment creation, contracting-out services and unemployment benefits. The author concludes by calling for a return to more ‘hands-on’ intervention by the state – competing with rather than financing private providers.


In this article, the author describes a project to reduce unemployment in a rural community in Portugal. He concludes that training for the unemployed should be undertaken by organisations closely involved in the social milieu.


The authors discuss the evolution of social policy in the European Union, with particular attention to services for the unemployed. They argue that there is an increasing tendency for greater articulation of economic and social policy in services for the unemployed. This is largely due to the fact that within EU policy, approaches to addressing issues of social exclusion and inequality rest heavily on the promotion of employment. Policies are compared in Portugal, Germany, Denmark, Belgium, Holland and the United Kingdom.

Immigrants and refugees


The author describes project Fénix (Phoenix), which provides social services to ethnic minorities, namely the Roma community. The project involved three different types of social services: (1) a bus that visits communities and raises awareness about citizenship through education; (2) housing; (3) training for the unemployed. The author argues that the Roma community fears inclusion, which may prevent them from accessing social services to which they are entitled. To address this obstacle the project based itself on educating ethnic minorities about citizenship and social responsibility.

D Summary assessment of current debates in the field

Most of the debates on social services in the Portuguese literature that were highlighted in the first edition of the Social Services Bibliography still hold true today. The first debate centres on the crisis of the welfare state (Carreira, 1996; Mendes, 1995) and what should be done about it. The issue of the ageing population has had much attention within this debate (e.g. Rosa, 1993). The future of the welfare state is closely related to a second debate concerning the position of Portugal in the European Union and an increasingly globalised world. Prominent in this debate is the impact of membership in the EU and the need to harmonise EU member states, versus the need to respect special Portuguese characteristics (e.g., Hespánha, 1997; Rodrigues, 1999). The question of whether globalisation is leading to a weakening of the state, such that welfare responsibilities are increasingly passed on to the private sector, is particularly important (e.g., Leite and Dias, 2000). The third debate concerns the grounds for defining beneficiaries – the emerging attention to human rights versus citizenship status as the basis for social rights and services (e.g., Fernandes, 1996).

A fourth debate has more recently come to the fore. It concerns conditions for greater rationalisation and effectiveness of service provision. On the one hand, rationalisation calls for decentralisation and the contracting out of services from the central state to local and private organisations. On the other hand, there is in-
creasing awareness of the need not only for greater integration of services but also greater integration of different service providers. Social services have often been provided without regard to the obvious links between them; for example education has been provided without much attention to health or employment (Marques and Sousa, 2000). This often results in duplication and ineffectiveness in service provision. In the same vein, service provision has tended to be delivered by separate and poorly connected organisations and departments. One solution currently advocated by government and some academics is to increase ‘partnership’ agreements between service providers (Esteves, 2000). This trend has sparked debate about the necessary conditions for the success of such agreements, two prominent examples being the role of private providers and the Minimum Income Guarantee as a basis for integrated social service provision.

In relation to the role of private providers, both formal and informal (e.g., Sousa Santos, 1994; Barros and Santos, 1997; Nunes, 1995), a number of questions have emerged. What are the roles of state and private bodies in the design, financing, and provision of services? What should the future of family or informal service provision be? Should such provision be encouraged or replaced by formal provision? Similarly, there are a number of unresolved questions in the debate around the impact of basic income policy on social service delivery (e.g., Branco, 1996, 1997; Ministério do Trabalho e da Solidariedade, 2001). Should basic income be combined with social services to combat exclusion? How should this combination be arranged? Should structures developed around the implementation of the Minimum Income Guarantee (e.g., means-testing) be used as a basis for the delivery of social services? Have basic income policies reduced social exclusion, or do they lead to a dependency trap?

The recent publication of most work relating to social services, evidenced in this review, shows that academic interest in this area is quite new. There are still large gaps in the literature, for instance an almost complete silence about the efficiency and equity of social service provision. This may be due to the youth of Portugal’s welfare state and the democratic debates about it. In addition, research that evaluates social service provision in general is lacking, as is empirical analysis of specific social services, with the exception perhaps in the areas of children and services for young people. However, what is also clear both from this review and the earlier review in 2000, is that academic interest in the field is growing at a fast pace. Despite the youth of Portugal’s welfare state and membership in the EU, and perhaps even because of it, developments both in the theory and practice of social service provision in Portugal, should offer interesting and important results in the next few years.

Acknowledgements

Once again we would like to thank the generous support provided by the Instituto Superior do Serviço Social do Porto (Social Service Higher Institute at Oporto) and in particular its librarians Alzira Gonçalves Sousa and Glória Morais.

References not annotated


Slovakia – A Preliminary Overview
by Peter Guráň
Ministry of Labour, Social Affairs and Family Slovak Republik

Slovak social policy has undergone great changes in recent years, and is still in a process of consolidation. It is based on three pillars: social insurance for old age and unemployment, state social support, largely in the form of family allowances, and social assistance for people in need. Until 30 June 1998, social assistance was given to persons whose living needs were insufficiently provided for through earned income, pension benefits, sickness insurance benefits or other income, and to citizens in need of care as a result of their state of health or age, or those unable to overcome a difficult situation in life or adverse living conditions without external assistance.

The following forms of social assistance were included: care for, and assistance to, families with children, persons with severe health impairment, elderly persons, and persons in need of special assistance.

By the late 1990’s a series of new regulations were introduced to put greater emphasis on prevention rather than on treatment and relief alone. Act No. 195:1998 (Coll.) on social assistance (as amended by later legislation) together with Act No. 125:1998 (Coll.) on the subsistence minimum and the determination of sums for the purposes of state social benefits, reformed the social assistance system in Slovakia. According to the new law, social assistance is defined as the social prevention and resolution of cases of material or social destitution, resulting in the inability of a person to provide for him/herself and/or with the help of family members for his/her basic living conditions, or the resolution of the social destitution of a person suffering from a severe health impairment by compensating for the social consequences of such a health impairment.

The provision of social care to selected groups was transferred to the provision of assistance on more general civic principles, regardless of membership in specific social or occupational groups. Social assistance is mainly administered implemented by social workers, the primary occupation in the field. Organizationally, public agencies and private, nonprofit groups provide most services.

Basic living conditions are understood as one hot meal per day, necessary clothing, and shelter. Material destitution or poverty is defined as the condition whereby a person’s income is either below the subsistence minimum as determined by Act No. 125:1998 (Coll.), or below the subsistence minimum defined for the purposes of state social benefits. Specifically, social destitution or poverty is a condition whereby a person is unable to care for himself or herself (including immediate family), provide for protection and exercise his or her rights and rightful interests, or function minimally in his or her social environment. The main causes are old age, adverse state of health, lack of social adaptation, and long-term unemployment.

Social workers and social service providers address material and social destitution using the following methods and approaches:

1. Social consultation
2. Social-legal protection
3. Social services
4. Social assistance benefits
5. Compensatory social services and financial contributions

The literature on social services in the Slovak Republic is still sparse, and as a field, it is still being established. The balance of this report lists the major works (English titles only) that have been published in recent years in relation to the extent, financing and provision of social service and social assistance schemes in Slovakia.


The book reports on the results of a survey of 514 organizations providing services to people with disabilities.


Guide to social service provision in the various regions of Slovakia that informs about the network of non-governmental providers primarily. There are basic data about each organization and, at the end, the guide offers a list of public agencies offering social assistance.


The authors look at the Institute for Work Rehabilitation for Citizens with Reduced Work Capability, a national institution based in Bratislava.


The report discusses the problem a social cohesion in the context of globalisation. The report looks at social policy and social work as a positive force in maintaining social cohesion in transition countries such as Slovakia.


Data on home care services and selected social service benefits, including social assistance for people with disabilities and the elderly.


The absence of valid data on the actual needs of the people with disabilities and elderly citizens is a major problem for social policy and service provision in
This research offers a description of different kinds of social services and assistance programmes offered by Slovak municipalities. The report is based on two types of questionnaires. Questionnaire “B” was designed for employees of municipalities to obtain basic information on existing services for families and their members. Questionnaire “A” was for families and their members, and mapped the use of existing services.

“Social assistance”. In: Národne poistenie, Roč.33, č.1, 2001
The various kind of assistance, both monetary and in kind, available to persons who are often not covered by social insurance schemes and who lack the necessary resources to cover their basic needs.

BARINKOVÁ, A. Social assistance and foreigners. Právny obzor, Roč.82, č. 4, 1999
The article describes the implications of the European Social Chapter for social service finance and provision in Slovakia, in particular the requirement of equal treatment of citizens and non-citizens.

The report looks the range and quality of services offered by employment service agencies in Slovakia, and compares the Slovak situation to experiences abroad.

This publication presents information on social service and service facilities in term of its number, utilization of capacity, expenditures etc, by type of ownership (state, non state – private, non state- clerical, non state – municipal), and client/user group.

KONDÁŠOVÁ A.- PAVLÍKOVÁ E. “Analyse of needs of elderly citizens in the field of providing Social Services (results of research)”. Labour and Social Policy, number 4, 1999
This research tracks the demand for social services among pensioners. It covers health-related and social-service information as well as socio demographic data.

KOZÁK, M. “Personal assistance – natural way of integration citizens with severe health impairment.” Labour and Social Policy, Roč. 7, number 10, 1999
This study reports on a project by the Agency of Personal Assistance, which involved a private nonprofit organizations, the Children’s Club, to reach out to health-impaired children and youths in Košice. It is a pilot project for the decentralization of social services, initialised by European Union under the PHARE programme.

The research evaluated the experience of providing social services at the local level through devolved municipal and regional structures. The report looks in particular at the economic and social problems of young families, families in social

Slovakia

Nové Zámky, – Slovakia

ARVAYOVÁ, R. Field Social Services in the Process of Social Care Transformation. Práca s sociálna politika. – Roč. 5, č. 4, 1977
The author offers an overview of social services provision on the basis of statistical data collected from agencies of social work practitioners.

As of the late 1990s, there were 258 non-state agencies providing some form of social assistance to a growing number of citizens. The aim of the study was to present information on the activities, funding, user base and legal form of these organizations, and to provide a fuller picture of the type of social assistance provided to different groups and clients in Slovakia.

REPKOVÁ, Kvetoslava. “Social Public Services (2nd Part) Co-ordination, Integration, Empowerment of Users, and Partnership”. In: Práca s sociálna politika, Roč. 9, č. 11
The articles review new approaches for the provision and management of social services in Slovakia, especially aimed on services for people with disabilities.

REPKOVÁ, Kvetoslava. “Social Public Services (3rd Part) Dialectics of Quality of Services and Quality of Working Life (Environment)”. In: Práca s sociálna politika, Roč. 9, č. 12

One of the few comprehensive studies in Slovakia that dealing with the social, economical and psychological problems of families living with children with disabilities.

KONDÁŠOVÁ, A. “An Analysis of the Results of a Survey of Needs for Social Services among the Handicapped and the Elderly”. In: Práca a sociálna politika, Roč.5, č. 7-8, 1999
The study described various kinds of services available for children with disabilities in Slovakia.

PAVLÍKOVÁ, E. – KONDÁŠOVÁ, A. “Health Situation of Seniors and their Dependence on Assistance”. In: Práca a sociálna politika, Roč. 7, č. 1-2 1999
This study reports on the first part of a research project on subjective evaluations of their health situation among the elderly in Slovakia, emphasizing aspects of functional limitations that prevent individuals from being self-sufficient in their everyday lives. The article examines the social consequences of their health difficulties, the areas in which they encounter the largest problems in satisfying their needs, and describes forms of assistance and interventions.

AVAYOVÁ, Renáta – REUTEROVÁ, Emília – BEDNÁRIK, Rastislav. “Services and Other Forms of Aid to Families at the Municipal Level”. In: Práca a sociálna politika, Roč.8, č.10, 2000

This research offered an initial overview of the results of a survey to map social service needs in selected regions of the country.
distress, long-term unemployed persons, the elderly and people with significant health problems. The authors plead for greater professionalization among local staff and better reimbursement systems in social service financing.

VALKOVIČ Ivan. “Responsibilities and goals of Centre for International Legal Protection of Children and Young People for year 2001: (Tasks and Targets of the Psychological Counselling Centre for Individuals, Couples and Families for 2001)”. Labour and Social Policy (2001), Roč.9, number 4

An assessment of counselling services available to children in Slovakia, including a needs analysis and critical review of available resources and current practices.


The Report on the Situation of Family in the Slovak Republic is the first thorough analysis of the life conditions of families in Slovakia, and a summary of reforms in the area of family policy since 1996. The report was prepared form extensive background reports submitted to the Ministry of Labour, Social Affairs and Family, and other ministries and public authorities.


The main mission of the project was to deepen knowledge and understanding of demographic developments as they affect social and family policies in a cross-national perspective.

The public services database is a priority for the government, which has begun a long-term project that started in 1999. At the moment, there is no reliable data about service users and the service providers. Slovenia has slightly less than 2,000,000 (two million) inhabitants. In residential homes for elderly there are 12,155 places and it is envisaged that this number will increase by 2,122 by the end of 2003. This figure increases when the elderly, who receive home care or are attending the one of the day centres, are also counted. There are 2,190 places available for people with mental or physical disabilities in institutions and 534 group homes. In 62 Centres for Social Work (major state social service providers) 950 people are employed. The number is higher when part time project workers or those on short-term contracts are added.

The financing system in Slovenia is centralised – 85% of the money comes to state social services from central government and 15% from local authorities. NGOs are financed in part – up to 80% – but in most cases much less than that. Government spending on NGOs programmes increased from 584,120 EUROS in 1996 by 500%, whilst spending for state social services remained the same with minor changes. NGO funding uses 15% of the budget of state agencies. In 2001, NGOs received 2,910,013 EUROS and state social services received 19,420,807 EUROS. Since there is only partially available data, it is impossible to say, how much gross national product this represents.

In 1992, Slovenia accepted the ‘welfare mix model’ of social provision. Social services are now delivered by public, non-profit, for-profit organisations and in some cases also through self-help initiatives. Cash benefits and some legal interventions (i.e., child protection, foster care, adoption, etc.) are provided solely by state organisations. Non-governmental organisations provide a whole range of different services. These include – shelters and crisis centres for battered women and children; group homes for people with mental health problems; drug-abuse programmes (which range from needle exchange to the therapeutic communities); crisis centre for children and young people (i.e., those who have run-away, are

Slovenia

by Vesna Leskošek
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A Synopsis of Social Services System

In Slovenia there is no uniform, well-known, and broadly accepted definition of social services. Social Protection Law (1992) encompasses two aspects, social services and social benefits. The provision of social services to individuals, families or groups in need is aimed at addressing their personal problems, their need for care, and their need to gain skills for everyday living. Social services are provided for both the prevention and the solution of social problems. Examples include counselling, family treatment, institutional care (in an institution, in the family or in the other form of organisation) and care for people with physical and mental disabilities. The definition covers a range of issues from birth (adoption, foster care, child abuse, neglect and maltreatment) to old age (home care, residential homes).

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neglected, or are homeless); and preventative work. Private for-profit organisations mostly provide counselling, training and residential homes for elderly.

Overall law that regulates the social service provision is Social Protection Law, passed in 1992. It regulates the social rights of people, the level of services, social benefits, the providers (i.e., who provides and what they provide), the professions, and procedures. It ensures accountability, through monitoring, data collection and legal responsibility. The second most important document is the 2005 National Strategy for Social Protection passed in Parliament in 2000. It sets basic goals, principles and ethics of social service provision, priorities for service development. The third key document, which regulates social service provision, is the National Programme Against Poverty and Social Exclusion. Although it is mostly about social benefits, it also includes some strategies for social inclusion. There are also over 40 other laws that regulate part of the services, for example, disability law, employment legislation, voluntary organisation law, criminal and civic law and so on.

B Annotated Bibliography

1. Social services and the welfare system that are of a more comprehensive nature – overview volumes; »classics« in the field


This book gives a basic overview about social policy – its definition, development, and meaning, in different political contexts. It explains goals and values, especially in relation to justice. In the second part, it explains how social policy is applied to everyday practice – it focuses on allocation and redistribution, methods of decision-making, criteria for the distribution of goods and services, the taxation system, and the interdependence of policy and structure. In the third part, the book focuses on creation of the social programmes for different groups of service users and on the implementation of the social policy. In the last chapter, Rus distinguishes between social and economic policy and concludes with an explanation about the relationship between social policy and the welfare state. He also gives some key insights about the differences between previous socialist social policy, social democratic and other models.


This book gives a broad overview on social policies throughout the Western and Eastern Europe including Slovenia. Svetlik explains how the welfare state is regulated and gives his view of the regulation of pluralism and the welfare mix. He also makes a distinction between state and plural regulation, direct and indirect, centralised and decentralised and concludes with the notion of the welfare system as an irreversible one.


This special issue of the Journal of Social Work has a number of articles about changes in relation to social services in Slovenia during the early 1990s. It introduces new concepts of services that were to become important after the reform of the welfare system from sole state provision to mixed provision. The titles of the articles include ‘Informal care’, ‘Innovations and new responses to the social problems’, ‘Mental health and social work’, ‘Violence, sexual abuse and rape’, ‘Alcohol abuse’, ‘Unemployed’. It also explores a new role for the church in social service provision.


This issue of the Journal of Social Sciences includes a chapter on welfare risks and challenges. Mandić Srna has written about welfare rights to housing, Ule Mirjana and Rener Tanja write about the risks of growing-up whilst Tomč Gregor explores the problem of inequality and Novak Mojca writes about old risks in new light.


The book provides conceptual tools for classifying individuals, political actors and welfare regimes, according to their position in relation to welfare regulation. The author explores the difference between individualistic and solidaristic concepts of society and social justice. In the second part, methodological issues are discussed and in the third, there is cross-national empirical analysis.

2. Supply and demands of social services


Group homes are a new form of social service provision in Slovenia, which was previously connected solely with youth delinquency. Mental health was, for a long time, understood to be part of health, and only became part of social services in the middle of the nineties. Group homes were established for those who had been long-term psychiatric hospital patients. Flaker evaluates the new service. A key and interesting finding is that the most ‘difficult’ cases continue not to be catered for and have to stay in the community without the service they need.


Adoption plays an important role within social services. In order to be able to adopt, individuals are subjected to a long and complicated procedure, which has to be followed and implemented without any mistakes. The research results pointed out that public services are mostly concerned with the fact that the numbers of children for adoption are very low whilst the number of people wanting to adopt children are growing. Social services need to pay more attention to new theoretical knowledge and practical changes in this field. There is a lack of professionalism in the field of adoption and need for change: in the legislation, organisation and professional standards. There is also increasing demand for new services in this field.
3. Definition, forms and types of social services


This book attempts to define different social services, by type, in other words, according to the methods of intervention, and the theoretical background of workers. The author focuses on family work, legal interventions, one to one counselling, and family work in the community. It also introduces a new service called ‘first social contact’ which may last up to three sessions and during which assessment, information exchange, and/or referral can occur.

4. Organisational aspect, forms, ownership, and auspices of provider (e.g., state-run; quangos; for-profits; nonprofits)


This article discusses the historical roots of the sector’s development in Slovenia. This is followed by the legal and fiscal framework, together with exhaustive empirical data about the number and variety of non-profit, voluntary organisations and their membership. The conclusion draws attention to the questionable, non-productive, and restrictive attitude of the state towards a sector that has the potential to relieve some of the state burden in social care, health, education among other fields.

5. Social service financing


The book explores developmental views about the Slovenian state. The main themes of the book are: privatisation; the move from New Public Management (NPM) to ‘partnership’ between the public and the private sector; NPM; privatisation policy of social services; the contemporary state as an institution and as an organisation; the ‘slim’ state; quangos; protection of the public interest and privatisation and corruption. The book gives relevant views on the topics and also offers a basic framework for future debate.


Very few years after the introduction of the mixed economy into the Slovenian welfare system, there is a wide network of NGOs involved in the delivery of social programmes. They have begun to change classic social-care concepts and introduce new understanding in the relationship between users and providers of services. They have influenced and changed understanding about the role of professionals and of professionalism itself. Such innovation has already become the part of the welfare system. At the same time, there is pressure to start financing services, according to their results and the quality of their service provision. The government has to establish with NGO social service providers, good contractual relationships that will foster the development of good practice. Such changes are also needed in the public sector.
6. Staff and volunteers


The article focuses on the dilemma of whether the state should financially support voluntary agencies, or should it mainly support the development of public services. Voluntary work is an activity that introduces new forms and dimensions into social debate. As such, voluntary agencies influence good practice and growth of services for people in need. Since voluntary work is a constructive response to the numerous problems of insurmountable complexity in a society and can contribute to the deepening of trust, it should be financially supported by the state.


This special issue of the Journal of Social Work is dedicated to volunteering. It brings together seven articles in which different authors explore the topic. The themes include: inner drives or motivation that influences the decision to work for and with people in need; changes in volunteering; therapeutic effects on clients and volunteers.


This article discusses the place of supervision in the everyday practice of social services. The goals of supervision – learning by experience, and support and guidance at work – are not only helpful to professionals, but are also indirectly helpful to users, as they ensure better practice.

Miloševič, Vida. 1989. Socialno delo. [Social Work] Ljubljana: samozaložba. The book explains development and professionalisation of social work in Slovenia. It defines the role of social workers in relation to different social services, the methods of their work, the basic principles, ethics and goals.

7. Clients, users, and consumer profiles


This book focuses on the importance of the following. The user movement, self-help, advocacy, teamwork and the changed role of professionals. It explains the effects of mental health crises and how a psychosocial or community organisation can respond.


The article focuses on the four conditions that are necessary for the autonomy of service users. These are: the environment necessary for the affirmation of user groups; independence from ‘experts’; creation of user networks; and support of organisations such as the School for Social Work, Social Chamber and others, that have the influence and power needed for advocating user rights.


One of the important new approaches in the empowerment of service users is advocacy. This volume of the Journal of Social Work explores the concept and tries to frame it within a consistent method that can be used more broadly.


This essay examines the relationship between homosexuality and mental health. Various service providers still nourish in their practice, a conviction that homosexuality is a disorder that needs to be treated, cured and can be removed. Urek finds evidence in personal stories of people who have been treated by social services. Based on these stories, Urek composed a short “survival guide”, which is available through professional services for lesbian women and gay men.


This article develops the idea of self-help in relation to the organisation of users and carers. Since society has not been capable of responding to their needs they have established their own services. Škerjanc claims that the status of people with learning difficulties in Slovenia, is still very poor and most of them are socially excluded and have almost no influence in their own lives. She argues that since this problem is political it needs to be addressed by a change in policy. People with certain characteristics have to take control of their own lives.

8. Efficiency, effectiveness and equity of social provision and financing


This article analyses the most acute problems faced by the users of mental health services. The research evaluates the results achieved by NGOs – the most important being employment and socialisation of people with mental health problems. Significant improvements in the life of service users can be achieved even with low levels of finance. However, at the same time, it is important that financing is stable and provides security for workers and for users of services.


This is an evaluation of five state social services and their preventative programmes. The evaluation consisted of 19 dimensions (i.e., characteristics of input, targeting, quality of service, effectiveness, and efficiency among others) and found that the results on most dimensions were positive. It also found that projects, by their very existence, contribute to the integration of the young people at risk, into society (i.e., education, employment, sport or cultural activities etc.). Recommendations include methodological improvement of self-evaluation and continuous financial support.
9. Patterns of relations (co-operation and conflict) among providers, including private-public partnership


This article briefly discusses research, conducted in Ljubljana (the capital of Slovenia) in 1999. Public awareness about sexual abuse has arisen in recent years and also has significantly impacted on social services. Although co-operation between social services, the police, health services and public prosecutors has improved, it remains insufficient. There is still constant tension between all the services involved in relation to their obligations to intervene. Who has to do what and how is still an open question. There is also insufficient cooperation with non-governmental organisations.


The emphasis of this issue of the journal is on holistic policy in relation to the elderly. It becomes crucial to connect local policies to one another, to include central government and to make effective connections between them and providers. It is also important to link different sectors and to join the efforts of public, private and non-profit organisations.


This issue of the journal offers an overview of the services for women that have been established in recent years. They include shelters, crisis centres, counselling services for women, and maternity homes. They are networked and meet regularly in the Social chamber. The providers of the services are both public and non-governmental.

10. Innovation and change


This article describes the history and the role of social innovation in relation to mental health and women’s issues in Slovenia. Social innovation is important, not only because it brings more choice into the field, but also because it changes the role of social workers. It also discusses some concrete examples of innovation in Slovenia from the late eighties and nineties.


This article presents results of a survey about newly developed state and non-governmental social services. Results indicate that the typical public sector service differs from all others, not only at the level of resources, but also in other features, that are related (directly or indirectly) to their mode of service delivery, Differences between the sectors include the following. Their working hours, their pointing out the person who initiated the innovation, referral of users, transparency of their practiced techniques, and their knowledge of other services, among other things. The process of deregulation influences social innovation not only in resource levels but also in content.


This article explains the relationship between the economy and the welfare system in the former Yugoslavia. It focuses on the concepts of negative and positive utopia, egalitarianism and ownership, and co-operation and solidarity. Rus also highlights the difference between the market economy and the planned economy, as a source of social (in)equality.


A plural welfare system does not only mean the establishment of various socio-political sectors, but also calls for an entirely new relationship between the state and civil society. The involvement of the third sector in social service provision has introduced a plurality of opinions and actions. This will affect the operation of existing public services and ease related conflicts.

11. European union and globalisation issues


The reactions of different states to the welfare crisis are different: it seems that reactions depend more on the nature of coalitions behind the structures of welfare states, than on money actually spent on welfare programmes. Market, especially the labour market will play an even more significant role in the future financing and organisation of social policies in the EU.


Over the last few decades, European concepts of welfare and related social policy have repeatedly been subjected to critiques of being over-lax and of needing expenditure cuts. Novak claims that the welfare regimes under socialism shared the tradition of the corporatist welfare state, both in terms of timing and implementation. She explores this thesis in relation to the case of Slovenia and some other countries.


This contribution outlines the development and legal regulation of the EU between the Treaty of Rome and the Nice summit. The most important legal
sources relating to social security in EU are presented, as well as their impact on the system of social security in Slovenia.


EU monitor is a collection of critical views on EU policies, which offer a good starting point about public debates on special topics. Two articles in the book are about social services. Gazdič’s contribution is on social exclusion and explores three topics in relation to the concept: liberal capitalism, poverty and intolerance. Vodušek-Kozmik Vera examines the position of women given EU integration and considers participation in the labour market, equal opportunity policies and the adjustment of the legislation in the process of EU accession.

12. Bureaucratization and/or commercialisation problem

There are no texts available.

13. Comparative, cross-national issues


This issue of the Journal of Social Science presents views on the development of the Third sector from 6 Eastern European countries: Bulgaria, Croatia, Hungary, Slovakia, Yugoslavia and Slovenia. The second part of the journal discusses views on poverty and social exclusion in the EU: Netherlands, Portugal, Italy, Britain and EU (Third Poverty Programme).


This book gives an overview of the Eastern European policies in relation to migration and asylum comparing them with EU demands, especially regarding Schengen border. Contributions come from Lithuania, the Czech Republic, Slovakia, Bulgaria and Slovenia. The book also includes a contribution by Kristina Nauditt, a member of the Brandenburg Council for Refugees and by Beat Leuthard, a prominent lawyer and writer from Switzerland.


These reports list a number of economic and social statistics and analysis. Authors focus on inequality, poverty, intolerance, women and other excluded groups.

14. Current trends and policy issues; predictions


This issue of the journal is mostly about the privatisation of health services. There is also an article on liberalisation of the welfare state and one on changes in the regulation of public social-service institutions, as a condition for private provision of social services. The last article in the journal evaluates two proposed laws on privatisation of public social services.


This article focuses on the relationship between social problems and human service programmes. It is observed through the policy analysis framework (i.e., problem recognition, design of policy and programmes, and their implementation and evaluation). In addition, recent shifts in evaluation of post-positive approaches are highlighted. Mandić also describes a specific method of measuring performance of services and discusses its applicability to the Slovenian social context.


This paper analyses intended changes in the field of social security in Slovenia. Firstly, changes that have been made independently from the planned accession to the EU and resulted from the identification of shortcoming and risk in the existing social security system. Secondly, the changes that have occurred because of the adoption of EU legislation and the consequences of it and finally the changes and consequences of an ageing population, whose influence on social security will increase in the period following the accession of Slovenia to the EU.

C Special Fields

Child and Youth Welfare


This book is the result of a research project, conducted by The Centre for Social Psychology – Youth Studies, at the Faculty of Social Sciences in Ljubljana. Although it does not include social services it provides a basis for planning more responsive and more effective social services. It explores the role of youth in modern society, their place, new risks, change and uncertainty.


Youth unemployment rates are higher than in other age groups and are one of the most important problems. In particular, young people with low levels of education are affected. The other problem relates to short-term employment. It causes housing problems and affects their ability to live independently. Because of financial uncertainty, they have to stay with their parents and this has a negative effect on the creation of their own independent living. The article suggests a change in education, employment and housing strategy.
Health care related social services, convalescence and rehabilitation


In this publication, Lamovec advocates de-institutionalisation (i.e., through the provision of community services) as a solution to the hospitalisation of people with mental health problems. Psychiatric hospitals construct people with mental health problems into psychiatric patients and stigmatise them. This affects their everyday life outside the hospitals. Community projects like day centres, crisis teams and temporary facilities are more acceptable in many respects, as they can prevent stigma and isolation, which affects the dignity and self-respect of those with mental health problems.


The book gives basic knowledge about gender issues. It focuses on violence against women and children, rape and prostitution. It also explores gender stereotypes in psychiatry, and illustrates the latter using examples of hysteria and addiction. Finally, based on awareness of gender issues it offers some new responses to mental health problems of women.


The book starts by summarising some classic theories in the field of mental health and continues advocating for de-institutionalisation and closure of the hospitals and similar institutions. It focuses on care in the community and gives examples of Italy and England.


The content of this journal is about understanding the problem of drug use and abuse, legal aspects, HIV related issues, and treatment. It also discusses the work of several different organisations working in this field in Slovenia.

Disability


This article paved the way to broad and intensive debate about the body and the rights of people with disabilities. It defines disability as a social construct and not as the condition of the body. It connects Marcuses’s concept of differences between culture and civilisation to certain recent rehabilitation practices.


The article focuses on the problem of total exclusion of people with disabilities from discussions, which affect their lives and their social status. The reason for this is ‘power-related management’ of some recently established services for people.
This article explores differences between economic and sociological perceptions of social exclusion. It also gives a brief overview of methodologies relevant to the measurement of poverty, and presents economic and social characteristics of the poor in Slovenia, in 1983 and 1993. Data is similar to the EU.


This book is, in the first place, an overview of theoretical and comparative issues in the field. It includes definitions, measurements, basic concepts and terminological differences. Then, it looks at the Eastern Europe after political change and concludes with policies and the reality in Slovenia. Novak also attempts to predict future developments in relation to poverty itself and statutory responses to it.

Unemployed


This book – a preview about future employment policy is relevant and highly important. The topics of the separate chapters are as follows. ‘Comparison of labour market indicators between Slovenia and EU’; ‘international unemployment comparison’; ‘estimates of monthly unemployment rates according to the international labour organisation standards’; ‘the unemployed and employment seeking’; ‘educational structure and education process inclusion’; ‘flexible forms of work and employment in Slovenia’; appraisal of labour through working time’; ‘part-time employment’; ‘trends on the labour market and the Slovene labour force survey’.

Immigrants and refugees


The basic strategy for combating social exclusion is a combination of civil society participation and state intervention. In the case of Roma people ‘autochthonous’, as well as temporary refugees in Slovenia, cultural identity represents an important contextual component of both, social exclusion and social integration.


This book presents views of immigrants, their reasons for migration, threats they face and their hopes. At the same time, it also examines the hostile attitude of Slovenian state institutions towards them. Although the book includes life stories, media responses, and a discussion about hidden racism and xenophobia, it is mainly addresses issues in relation to institutional treatment for the removal of aliens in Ljubljana.

with disabilities, which give the impression of being modern and user-friendly, whereas in fact, due to power relations within management structures, they are rather like the ‘sisters of their criticised big brothers’ (i.e., institutions). The need to introduce change, within power relations between the professionals and the service users, is emphasised.


Napret describes her own experience of “de-institutionalisation” from the unit in which she lived. Drawing on Foucault and Berger/Luckmann’s critique of institutions, she places the newly introduced changes in the context of old power relations between professionals and patients. In other words, the fundamental structure of the relationship between the actors remains unchanged in the new context. The attitude of the staff remains paternalistic and has not empowered the users to decide for themselves.


This book gives an insight into the recent debate about the perception of those with a mental disability, and the consequences of exclusion, both for everyday living and for their rights. Zaviršek discusses the importance of the concept of memory, body, cultural differences and representation. She concludes with demands for more responsive services.

Homeless, the poor, poverty


The editor reviews both national and international literature in relation to housing rights. She also defines the term “new housing risks” and identifies structural causes for them. Vito Flaker continues with an examination of the housing needs of people with mental health problems, Vesna Leskošek focuses on young people and Darja Zaviršek on women. Barbara Černič Mali analyses social housing in Slovenia and examines the role of non-governmental organisations in this field.


This article presents a short historical survey of the homeless phenomenon and focuses on recent responses to the problem. Dragoš conducted a survey on efficiency and effectiveness of services for homeless people and also collected data through interviews with key workers. The results indicate that homelessness is growing but the number of services is insufficient and are not able to respond to growing needs.

D Summary assessment of current debates in the field

Two processes determine the current situation in the field – these are debate and silence. There is almost no debate on social services regarding EU accession or bureaucracy in social services, there is very little debate on current trends and policy issues, and not enough on definitions, forms and co-operation across the sectors. One of the main reasons for this is a lack of research about social services, and the other, is the introduction of the ‘new’ situation of the welfare mix that needs broad policy interpretation.

One of the issues that has been debated for almost a decade, is pluralisation and the privatisation of state social services. Pluralisation is understood as creating a welfare mix, and privatisation as closing down public services and replacing them with NGOs or private providers. One reason for the privatisation (“contracting out” in current EU policy) is the lack of financial resources for the mixed economy, and another is the static, non-flexible structure of public services, which are not responding to changing needs. Lack of financial resources is not as intensive as it was a few years ago. Moreover it is now relatively accepted that the state social service network is not a broad one and that closing down state social services can cause a serious lack of provision for people in need. Reorganisation is therefore becoming one of the main concerns of government.

The second topic of concern is the ageing society and the serious shortage of service provision for the elderly. This is also the field where private ‘for-profit’ organisations have a large involvement. Given the involvement of other sectors in social service provision, different needs have been recognised, for example, runaway children and young people, domestic violence, and sexual abuse among other things. As a response to such needs – the network of shelters for battered women and children, crisis centres of different kinds, and mental health facilities among others have been established and are a new expense for the state budget.

One of the most important issues is also de-centralisation of the welfare system. There is a great need for involvement of local communities in decisions about planning and funding services. A new system of needs assessment and user involvement is needed. But at the same time, although the number of municipalities in Slovenia expanded enormously in the nineties, this is still not so stable as to be able to ensure needed and quality services for people in need. Local communities do not have resources (i.e., human, financial, or knowledge) to take responsibility for welfare of people. This is why a certain level of funding has to be allocated from the centre.

Other issues concerning social services relate to standards, quality assessment, evaluation, financing, user involvement (i.e., participation of users and carers, empowerment), rights, partnership and responses to a growing need for different kinds of service provision.

SPAIN

by Josep A. Rodríguez, Fredesvinda Insa and Christian Oltra.

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A Synopsis of social service system.

The Spanish social service system is a complex field of actors and regulations. There are three levels of the State-public administration – Central, Autonomical, and Local. Central and autonomical public administration provide financial support for most of the social services carried out mostly in cities by non-profit and for-profit institutions.

Provision of Social Services (with the exception of those related to Social Security which fall under the jurisdiction of central government) are under the legal jurisdiction of the 17 Autonomical Regions. There is no national law regulating the entire sector. National coordination of the decentralized system (through a National Conference on Social Services and the National Plan of Local Social Services) focuses on distribution of public funding and the articulation of a global network of local services.

Central and Autonomical public administration collaborate to provide funds for National Action Plans (Gerontology, Drugs, Local Services Network) while Autonomical government is in charge of creating a regional network of social services in cities with more than 20,000 inhabitants which are legally compelled to provide social services.

The total expenditure in social protection, not taking into account health care, amounts to 14% of GDP. Most expenditure is allocated to services for the aging population (60% of the money), followed by services for the unemployed (18%) and individuals with disabilities (11%). Overall total expenditure represents almost 2000 euros per inhabitant.

In part, the provision of social services is subsidized by both the Central and Autonomical Administration, representing in 1999 the 0.06% of GDP. Most of this money goes to non-profit institutions (64% of the money) followed by public institutions (32%) and private for profit organizations (3%). Funding pays for services mostly addressed to the general population (37%) followed by people with disabilities (32%) and the older/elderly population (10%).

Currently there are more than 16 thousands organizations and institutions providing social services (employing 315,000 people, 2% of the total active population). Of them 17% are public (mostly local), 69% non-profit and 14% for-profit. One fourth of them provide services to the general population, whilst the rest address the needs of specific population groups: 35% to older people, 12% to those with disabilities and 7% to women.
B Annotated Bibliography.

1. Comprehensive works, overview volumes, classics on social services and the welfare system.


The book analyzes the impact of economic globalisation and neoliberalism with reference to poverty through the study of economic and social policies undertaken by the European Union.


It analyzes Spanish public policies from the transition to democracy to the late nineteen nineties, from different theoretical perspectives. The different chapters include studies on public policy change, political actors, the role of different levels of the State, and public policy management.


The book is an essay on the nature of good government practices and their current state in some of the developed occidental nations. It also studies the gains and shortcomings of the redistributive social policies undertaken over the last ten years.


It studies themes such as health and the market, myths and the deceit of the welfare state. It ends by proposing “a social theory” for the health sciences.


It starts with a chapter dedicated to conceptualisation followed by a detailed study of the dependent population in Spain and its characteristics compared with the situation in the European Union. It also studies the care-giving population as well as the expenditure dedicated to dependency.


Moving beyond the ‘State-Market’, this book discusses new actors involved in the creation of the new post-modern society, the most relevant theories and creates a new system of observation to understand the Third Sector.


It updates the most relevant elements of the social services in Spain.


It focuses on the combination between private and public in the economy, as well as in the balance between economic growth and social solidarity. It analyses the economic activity of the State and its merging with the private sector.

2. Supply and demand.


It offers a general view of the current state of social services. It analyses private and public social services, taking into account the recent changes both in the demand and offer of social services and in social policies.


See description above.


It maintains that unions are still a progressive force, representing the interests of the working and popular classes, and they should play a very important role in the future reshaping the Welfare State.

3. Definition, forms and types of social services.


See description above.


It analyzes the origin and development of social services in the 17 Autonomic Communities and Spanish cities. It considers their history, costs, programmes and experiences in relation to dealing with specific problems, related to welfare and social exclusion.


The book analyzes the current situation of social services in the country and advocates for new strategies for planning, evaluation and management that will improve the adjustment of social policies to their social environment.

4. Organisational aspects, forms, ownership and auspices of provider.

This paper analyzes the experience of the Action Plan (which is more than one decade old) for the Provision of Basic Social Services. It evaluates its achievements and shortcomings and it proposes mechanisms to reshape it, to better fit the current needs for social services.


See description above.


See description above.

5. Financing.


This book studies the evolution of the Welfare State and social expenditure. It analyses health care, education, social security and housing sectors.


From a comparative international perspective, using economic indicators, the book analyses the pros and cons of the proposed “minimum rents” and their impact on the future welfare state.

6. Staff and volunteers.


See description above.


As a part of a major international study of the Third sector, this book offers a complete and up to date view of the legal, economic, social and political dimensions of the non-profit sector in Spain.


The book undertakes a critical assessment of the voluntary sector in Spain.


This is an analysis of volunteer organisations in Spain and in Europe, providing current data about national and autonomic legislation.

7. Clients, users and consumer issues, profiles.


This book is an attempt to assess how changes in social policies and in social provision institutions, between 1980 and 2000, have affected social inequalities in Spanish society.


This is a book on social rights, focusing on their history and evolution in relation with the social State and its problems. It is also an analysis of the criticisms against social rights, especially those coming from a neo-liberal perspective.


See description above.

8. Efficiency, effectiveness and equity of social service provision and financing.


Handbook built to offer the necessary tools to carry and improve management, direction and planning in the social service sector.

9. Patterns of relations among providers.


See description above.


See description above.


See description above.
10. Innovation and change.


This book is a global overview of the recent structure and evolution of Social Services in Spain, focusing on the changes undertaken by volunteer organisations within the Welfare State and the structure and dynamics of Social Services.


The book is a compilation of papers by leading specialists in social intervention. They analyze the most important social policies, social needs at the end of the millennium and the answers provided by Public Systems of social services. Some chapters go through general aspects of social intervention and the last part of the book analyses issues related to the gerontology and disability sectors.

11. European Union and globalisation issues.


A compilation of articles analysing some of the most current and important public policies in the European Union, such as: commercial policies, budgetary, agriculture, and environmental or social cohesion. It includes a chapter on social policy, analysing its historic development, its spheres of intervention and its situation in the European Union context.


This report reviews the changes and reforms being undertaken in the public social services, especially those addressed at satisfying the needs of the most underprivileged groups.


The changes in the Welfare State have propelled an intense debate in the old continent. This book compiles a series of contributions dealing with three concrete themes: mundialisation and European convergence; labour market and labour policies; and transformations in social policies.


This chapter focuses on the conciliation between work and family life as a common problem in the European Union. It compares the solutions offered by several countries and advances which solutions should be taken in the future.


See description above.

12. Bureaucratisation and/or commercialisation problems.


See description above.


See description above.


See description above.

13. Comparative, cross-national issues.


The book reviews the institutions, the legislation, and social aspects of basic texts of the different European States, giving a special attention to the Spanish Constitution of 1978.


See description above.


See description above.


See description above.


This book focuses on basic problems in relation to social policy. It goes through the policies of different sectors such as: education, health care, labour, justice, social security, social services, culture, housing in Spain. It also studies social policy and its relation with the third sector, the market and the public sector. It also makes a comparative analysis of the European social policy.
Spain

The structure and the size of the household have changed: people live longer, have fewer children and live with less people in their homes. The members of the different generations of the same family co-exist. As a result family networks are more extensive and stronger. However the most important changes have affected relations inside the families, between men and women, between fathers and children.


It studies the institutionalization process of the Christian occidental family. It analyses the formation process of each new family, addressing issues such as communication or the relation between happiness and family life. The book also analyses the effects of economic development on the family.

Flaquer, LL. 2000. Las políticas familiares en una perspectiva comparada. [Family policies in a comparative perspective]. Barcelona: Fundación “la Caixa”.

This book understands as family policies those interventions by the public administration aimed at providing resources to people with family responsibilities to ensure they can carry them out properly. The main objective of the book is to analyse the long history of those policies.


Based on Delphi and survey studies, the book builds scenarios of evolution of the family in Spain, within the context of the countries of the European Union.


The author studies social policy as part of the service state, taking into account the economic conditions and political pressures affecting them.


Report on the social and welfare policies in Spain. Along with a theoretical analysis, the book undertakes a practical analysis of social policies.


In this article, the author argues that difficulties in building a new system of social protection are basically due to the survival of institutions and approaches linked to an industrial based welfare system. The new post-industrial society requires a new approach and set of institutional arrangements.

C Special Fields.

Child and youth welfare


The book, is an attempt to contribute to the political debate over education. It analyses the current Spanish system focusing on the possibilities of election by parents.


This research focuses on the current situation of young women in Spain, and their likely evolution in the future. The research relies on interviews with women that have adopted modern and advanced attitudes and behaviours, which correspond to that segment of the women defined as vanguards and leaders in life and cultural styles.

Family Services


The book analyzes the most recent changes produced in the Spanish family. The structure and the size of the household have changed: people live longer, have fewer children and live with less people in their homes. The members of the different generations of the same family co-exist. As a result family networks are more extensive and stronger. However the most important changes have affected relations inside the families, between men and women, between fathers and children.


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The ageing of the population is creating new situations and challenges in developed societies. It provides a demographic perspective of the phenomena and shows the social reality of ageing through different sociological studies carried out in Spain, comparing them with other societies.

Frail, elderly, nursing homes, long-term care.


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It presents an analysis of the family, in its different forms, as well as the social policy focused on this institution, from the point of view of Sociology, Political Science and Social work.


The book analyzes the evolution of family policy in the last half part of the century in Spain. It focuses on the ideological bases of the intervention, its goals and effects, from a macroeconomic point of view and from a protection efficiency perspective.

Frail, elderly, nursing homes, long-term care.


The ageing of the population is creating new situations and challenges in developed societies. It provides a demographic perspective of the phenomena and shows the social reality of ageing through different sociological studies carried out in Spain, comparing them with other societies.

See description above.


The book is a collection of interdisciplinary contributions about ageing and dependency by different authors. It analyses the future of dependency, and the answers given by public and private policies and social services.


The book establishes the current situation of dependency and long-term care in Spain, analyzing the role of each of the major care providers: family, public sector and market. It also studies the future cost of long-term care and the different ways of financing it.

**Health care related social services, convalescence and rehabilitation.**


This research about a local community found an important relationship between social support and health and health care.


See description above.


See description above.

**Disability.**


In this book, the author reviews the legal system, related to the work incorporation of people with disabilities, both at the international and national levels.

Montero LLerandi, J. M. 1998. *De la exclusión a la integración, un ensayo sobre la situación social de los minusválidos*. [From exclusion to integration, an essay about the social situation of people with disabilities]. Madrid, Escuela Libre, Fundación ONCE.

The book shows the important role played by associations and non-profit organizations in the process of social integration of people with disabilities previously socially marginalised.


It is a compilation of three documents prepared by the OIT (International Labour Office) dealing with the work of people with disabilities, in two aspects: the protected environment and the open labour market. The book ends with a Spanish contribution, focused on policies orientated to stimulate firms to hire and maintain jobs for workers with disabilities.

**Homeless, the poor, poverty.**


Report of the homeless in Spain. It analyses the type of people without a home.


The book collects some contributions analyzing the Spanish structure of the protection network used to deal with some situations of poverty and social exclusion. They analyze the way it is used, the characteristics of people using it and the different integration itineraries in use.


This report goes through the main characteristics and determinant factors of poverty and social exclusion in Spain. It is an excellent compilation and analysis of secondary data.


See description above.

**Unemployed.**


It analyzes the most recent changes in the labour market and it provides some forecasts based on population projections and economic provision.

The special issue of this journal is a good compilation of papers focusing on unemployment: its measures, evolution of expenditure dedicated to it, geographical distribution of expenditure, future projection of expenditure, and European policies towards unemployment.

Imigrants and refugees.


Many people still believe that immigrants increase unemployment and crime and their presence leads to a general decrease in wages. The authors think that these beliefs are in part due to the role of the mass media, which on one side presents immigrants as a population that deserves rights and protection, whilst at the same time portrays them as different, underdeveloped, illiterate and needy.


This book presents an analysis of surveys, periodically undertaken since 1991, dealing with the attitudes of the Spaniards toward immigrants. The author analyses xenophobia and its evolution, comparing countries and regions.


It compares the answers given by Spanish people with data provided by immigrants, to analyze the level of xenophobia in Spain, which is, with Sweden, one of the most tolerant countries in Europe.


The book provides a space to think over some of the most important implications that the presence of immigrants provokes, at the national and European levels. The book analyzes different political agendas assessing their capacity to favour integration.

D Summary assessment of current debates in the field.

The current central debates turn around four major topics: general orientation, structure, management and target populations. The most global debate focuses on the effects of globalization and the limits and future of the Welfare system. At the structural level, the discussions are centered on the roles and relations between the various actors: the three public administrations, the non-profit sector and the market. There is also an emerging debate over the role of volunteers in the sector. Service provision, efficiency and management issues, have become very important, as part of the new debates on public policy management. The increasing relevance of immigration has propelled debates about social control and integration and they have become an important target group in the population, along with the older people and those with disabilities.
Sweden
by Tommy Lundström
Stockholm University

A Synopsis of the social service system

A key characteristic of the Swedish social service system is its high level of decentralisation. Social service provision is a municipal responsibility and includes the care of elderly people and individual family services. This field is primarily regulated through the 1980 Social Services Act (Socialtjänstlagen). The legal framework provided in this Act gives local government considerable freedom to organise social services. This means therefore, that organisational features, resource allocation and policy issues in relation to social services vary across municipalities. Thus social services, and individual family services in particular, are built on systems of ‘means-tested’ benefits, based on criteria decided by local authorities. In contrast to the Anglo-Saxon tradition, local politicians can exert considerable influence on social services which can permeate through to the level of individual casework. Social services are generally financed through taxation.

The sector of social services generally referred to as ‘social work’ comprises individual and family services that include social assistance (generally means-tested economic aid), treatment of individuals who abuse substances, child welfare and other support services such as family counselling. According to the law, such social services must consist of preventative activities such as individually tailored case management and treatment programmes for families and individuals. Social assistance accounts for the highest costs, whilst treatment of individuals who abuse substances is a field where resources have declined since the 1990s. The cost for individual and family services (including social assistance) totals to 1.5 % of GDP. The corresponding figure for care of elderly people is 3.8 %.

Child welfare involves investigation and intervention in cases of child abuse and neglect, but families can apply also for support that may be delivered in the client’s own home, in foster homes, or in residential units. Services for those with disabilities, whose rights are upheld in the 1994 Act, Concerning Support and Services for Persons with Certain Functional Impairments, include provision of meaningful activities and housing adapted for specific disabilities. Although municipalities carry out the majority of tasks under the 1994 Act, some are carried out by county councils. Care of the elderly is much debated; with an ageing population, the quality of services is being questioned and increasing pressure is being placed on the economy. Services are aimed at enabling older people to live independently within secure conditions, through, for example, the provision of home help and adult care centres. Municipalities also provide various forms of accommodation, including homes for the elderly. In recent years, although funding has remained primarily in the public sector, alternatives to municipal care have been established mainly by private for-profit companies.

B Annotated biography

1. Overview volumes, classics on social service and social policy


In this report commissioned by the Ministry of Health and Social Affairs, a group of well-established social sciences researcher and analyse the development of social welfare in the 1990s. They consider income, housing and illness, and analyse the conditions for specific groups (such as children, youth, lone mothers, and elderly people among others) and the changes that have taken place in institutions that handle social services and other welfare schemes. The report presents the most thorough and up to date picture of the Swedish social welfare system, its development in the 1990s and its implications for the Swedish population.


In this report, the National Board of Health and Welfare describes the social service system in terms of its various fields (for instance individual and family services, and care for the elderly). It presents statistics on different social service activities such as the number of employees, and the costs and number of people cared for and gives an overview of the legislation concluding with a discussion about the future of social services.


This often quoted book on the building of the Swedish welfare state in the 20th century presents the historical background of the welfare state and social services. It also provides an international perspective and discusses the relations between early voluntary organizations in the field of social services and their role in the building of the welfare state.


This editorial includes contributions from some of the leading researchers in social work. The book gives an overview of the history of social work, and its organizational and professional base. It also discusses the position of the client in relation to social service institutions and the legal system.

2. Supply and demand of social services

The overview volumes, especially the two first, deal with this topic.


Both these articles by Trydegård describe and analyse local variation (i.e., the differences between municipalities) in the provision of services and care for elderly. However, the latter text focuses on variation over time.


Oscarsson presents an analysis of change in the provision of welfare services for individuals who abuse alcohol and/or drugs during the 1990s. He discusses the decrease in the number of residential care units and the effects on other treatments models.


Lundström discusses the number of children in residential care and foster care, the variations between municipalities and its determinants, in the form of a set of background variables (unemployment rates, income levels, the number of lone mothers in the municipalities etc).

3. Definitions, forms and types of social services

The overview volumes, especially the two first, deal with this topic and will give a sufficient overview.


This chapter gives an overview of voluntary sector terms and definitions in relation to service provision within the state sector. The Swedish terminology is also compared to Anglo-Saxon. The authors also present a short history of the voluntary sector in Sweden.

4. Organisational aspects, forms, ownership and auspices of providers


This work presents an analysis of the history of the Swedish voluntary sector in relation to the Swedish state. It also presents figures about the size and structure of the Swedish sector in comparison with other countries (within the framework of the Johns Hopkins comparative Nonprofit project). In addition, it includes analysis of the role of different providers in fields like social services.


This article concentrates on the role of voluntary organizations in the field of child welfare. BRIS (Children’s Rights in Society) and Save the Children are discussed. The focus is on their relations with the state, and on the professionalization of welfare services provided by voluntary organizations.


Trydegård’s analysis concentrates on changes in the number of employees from the private sector within social services, education, health and child care in the 1990s. Compared to the number of employees within the state sector, the share within the private sector has grown rapidly during the 1990s. In other words, the author identifies an evident move towards privatisation, even though the state sector still stands strong in the areas covered.

5. Financing

See also overview volumes, especially The Welfare Commission 2000.


Bergmark analyses resource allocation within social services in the 1990s, against a background of economic recession and growing unemployment. Statistics on development in social services during the recession are also presented in relation to other sectors.


In this article and book chapter by Bergmark et al, changes in Swedish social policy are analysed with a focus on financing the reforms within social services. They also discuss support for the policy within the population.

6. Staff and volunteers

See also overview volumes.


This article and book chapter presents data on the number and characteristics of individuals involved in voluntary social work and other types of civic engagement. Swedish data is also compared to corresponding figures from other countries. The analysis concentrates on the role of voluntary engagement in the Swedish welfare state.

Habermann, U. 2001 “En nordisk frivillighet: om motiver till frivillighet i fem nordiska lande” [A Nordic voluntarism: On Motives Among Volunteers in Five Nordic Countries]. In Henrikson, LS. and Ibsen, B. Frivillighetens utfordringer
7. Clients, users and consumer issues


The author presents data and analysis on client’s knowledge about the contents in their case files, and their prospects of influencing decisions in their own cases.


The author discusses client satisfaction, and also opportunities for them to influence their cases. The focus is clients within care and is about both the elderly and children.

8. Efficiency, effectiveness and equity of social service provision and financing

See overall volumes and also Trydegård (2000) (under Special fields: care for elderly).


The author discusses the effects in terms of the large variation in costs and other factors of different ways of organizing the work with social assistance in municipalities.


The author analyses changes in the provision and financing of care for elderly people in the 1990s. The decrease in the coverage of publicly financed care work and the increase in unpaid family work and services purchased from private companies are the foci of the analysis.

Nystrom, S., Jess, K. and Soydan, H. 2002 Med arbetet som insats: klientefekter och samhällesekonomisk lönsamhet i socialt arbete [Investing in work: effects on clients and societal costs of social work]. Stockholm: CUS.

The authors present data from two evaluations of social work projects working with clients with a criminal record, those who abuse substances and people who are unemployed. According to the authors, their situation has improved as a result of their participation in various projects.


This report is on the effects of different kinds of treatment for individuals who abuse alcohol and drugs. It is presented by a public authority (SBU). Carried out mainly by researchers in medicine it relies heavily on meta-analysis of evaluations of different kinds of treatment programmes. The report has been criticized by well-reputed Swedish and Nordic researchers. For a debate about the report and discussions of evidence-based treatment in a Swedish and Nordic context, see the journal Nordisk alkohol- och narkotikatidskrift No 5-6, 2001 and 1, 2002.

9. Patterns and relations among providers


Lundström presents an analysis of the relations between the voluntary sector and the state and their historical development, with a focus on social services and social work. The article points to the fact that during the period of growth of the welfare state, state policy was to take over voluntary activities in social welfare. The author also emphasizes the ‘friendly relationship’ between voluntary organizations and the state in the field of social welfare.


The author discusses the role of voluntary organizations within child protection, a heavily state controlled field in social services. The article also discusses relations between the state and voluntary organizations.

The authors present data on the mix of providers of services for treatment of individuals who abuse substances. They also analyse the potential effects of different institutional forms (private companies, state owned or voluntary organised) on care and treatment. Furthermore they discuss models for evaluation of treatment with respect to different types of organizational form.


Local politicians and private and public employees in the care of elderly people in three municipalities answered questionnaires which focussed on working conditions, perceived quality of care, attitudes to public versus private welfare systems. The analysis is, to a large degree, based on comparisons between the different sub-groups.

11. European union an globalisation issues


The author discusses conditions for social work in a changing Europe. He focuses on the different traditions of social work and relates them to different ideological, conceptual and historical origins.


In this volume several Nordic social scientists present an overall comparative analysis of the development of welfare and welfare policy in Nordic countries (including Sweden), throughout the 1980s and 1990s. The ‘Nordic model’ is discussed in a European perspective.


The authors compare the differing systems of care for the elderly in Sweden and Spain and the changes the two countries have gone through in this respect, during the economic crisis.

12. Bureaucratisation and/or commercialisation problems

See also Gustafsson and Szebehely, 2001 (under Patterns and relations among providers) and Trydegård, 2001 (under Organizational aspects)


The author analyses the work of social workers in child welfare with a special focus on their efforts in relation to child abuse cases. The analysis includes social workers use of (bureaucratic) rules and professional knowledge and methods.


The authors discuss the traditional legal-bureaucratic model of administration as opposed to strong emphasis on collaboration in local inter-organizational networks. The article analyses a Swedish reform in relation to old-age care where the boundaries between regional and local areas have changed.


In this German book chapter, the author discusses the role of private companies within the field of individual child welfare. The author points to the fact that residential care for children is a field that has been heavily privatised, and also discusses the role of nonprofit organizations in this field. He comments on the contemporary privatisation debate.

13. Comparative, cross-national issues

See also works under the heading European union an globalisation issues


This article offers a critical overview of the development of the Swedish welfare state. Its focus is on social services and it takes a European perspective.


In this volume, some of the leading Nordic welfare state researchers present their overall comparative analysis of the development and change of welfare and welfare policy in Nordic countries (including Sweden), throughout the 1980s and 1990s.


See also overview volumes, especially Welfare in Sweden which discuss the future of the welfare state.


This article presents an overview of social work research and evaluates social work practice in Sweden. The main focus of the article is contemporary trends towards evidence based social work and its importance for social work research and practice.
C Special fields

Child and youth welfare


This comprehensive overview of the Swedish child welfare system reviews its history, legislation and theoretical basis. It also presents statistics on child welfare.


This report is aimed at and intended for foreigners interested in Swedish child and youth welfare. It provides a good overview of essential facts and issues in this particular area, including legislation, statistics and the organisation of the system.


Lundstrom presents an overview of the development of Swedish child and youth welfare, focusing particularly on the 1990s. The author analyses both the child and youth welfare system (i.e., their privatisation and the effects of cut-backs) and the development of child and youth welfare problems.


In this article, the author compares care for the elderly and care for children from a gender-oriented perspective, providing statistics on both groups.


The author presents figures on the increase in the numbers of children in foster care and residential care (especially teenagers) during the 1990s. Differences in gender, ethnic background and changes in policy are the focus of the analysis.

Frail elderly, nursing homes, long-term care


Against the background of challenges facing the Swedish welfare state, this chapter provides brief historical background to the development of the welfare state. It also describes and analyses developments in Sweden’s system of care for elderly.


Szebehely provides an overview of the development of care for the elderly in the 1990s and presents current statistics in this area.


In this article, the author compares care for the elderly and care for children from a gender-perspective, and provides statistics about both groups.


This dissertation, which includes five articles, gives an overview of the Swedish care system for the elderly at the municipal level. The analysis includes its history, its effects (which focus on differences between home-based care and institution-based care) and local variations in service provision.

Health care related social services, convalescence and rehabilitation: Alcohol and drug treatment

See also Oscarsson (2000), under Supply and Demand


This article discusses the size and structure of the treatment system for individuals who are addicted to alcohol, which comprises an important part of Swedish social services. The analysis puts special emphasis on relations between state, private and voluntary sector involvement.


This article discusses the size and structure of the treatment system for individuals who abuse drugs, which also comprises an important part of Swedish social services. The analysis emphasises the relations between state, private and voluntary sector involvement.


This annual report presents statistics on alcohol and drug consumption in Sweden.

Social assistance


Puide’s edited collection on social assistance, which includes papers by many of the leading researchers in the area, provides a thorough overview of both clients
and the system. Topics such as legislation, social assistance among immigrants and for the youth in Sweden are compared with the experiences of other European countries.


In chapter 21, the authors provide foreign readers with an overview of the Swedish social assistance system. Although they describe the legislation, the means-testing system and address various policy questions, they do not offer relevant statistics.


The author analyses social services, especially social assistance and social work, and focuses on one particular group of clients – single men.


Drawing on interviews with single women dependent on social assistance, this book presents a qualitative analysis of the importance of social assistance and other sources of income, for this particular group of clients.

Homelessness


The author discusses various explanations and theories of modern homelessness in welfare states. He also presents statistics on the occurrence of homelessness and compares the situation in Sweden with those of other countries.


Swärd summarises his earlier work (1998) on homelessness, discussing theories of homelessness and current statistics on homelessness Sweden and other countries.


A number of social scientists, researchers in social medicine, among others present their analysis of different aspects of homelessness. The book includes chapters on statistics, homeless women, housing policy, the importance of voluntary organisations and socio-medical aspects on homelessness.

Immigrants and refugees


This book provides an overview of social work conditions and practice involving clients from ethnic minority groups. It presents research both on Sweden and other countries.


These two books, written mostly by researchers in social work (including Swedish researchers), discuss theories and the methods employed in social work with immigrants and refugees. The future of social work with immigrants is also considered. Key words include: multi-culturalism, racism, social exclusion, migration and marginalisation.

D Summary assessment of current debates

At an overall level, the welfare state and its capacity to survive and adjust to changes in the economic and ideological climate during the 1980s and 1990s, is, as in other countries, a key issue in the Swedish debate.

A much-debated field of social services in Sweden is care of the elderly. Both the quality of services offered and the way they are organised have been questioned. Economic pressures of elderly care became especially high during the 1990s when, many private companies initially established elderly care services. As public scandals involving private companies have emerged, the quality of care that they offer and the privatisation of services more generally, have been thrown into question.

Both the negative and positive effects of privatisation (together with other ‘new management models”) have also been debated, particularly in relation to other social service fields. From time to time, there have been attempts to privatise areas of individual social services (such as social assistance, and child welfare). One crucial question in this respect has been how far privatisation should go when it comes to the exercise of public authority. For example, should private companies be allowed to carry out investigations in child protection cases?

At the end of the 1990s and the beginning of 2000s, there have also been scandals related to residential care for children and for young people. This, together with the extensive privatisation in this field, has led to debate about how to ensure that these units are made accountable through state control.

In recent years, the quality of social services has also been questioned across fields (i.e., social assistance, child welfare and substance abuse treatment). Both the academic world and central authorities have demanded higher quality standards. Two key terms in this respect are ‘knowledge-based social work’ and ‘evidence-based social work’. In fact, the government has recently invested in a number of projects that will be directed towards ‘knowledge-based social work’.
UK
by Kate Henderson and Martin Knapp
London School of Economics and Political Science

A Synopsis of social service system

Social care services in the constituent parts of the UK (England with 83.6% of the total population, Scotland with 8.6%, Wales with 4.9%, and Northern Ireland with 2.9%) are regulated, funded, commissioned and provided under a broadly common policy umbrella. Although there are a number of national and local variants, most of them are relatively modest. Much of the literature described here relates well to the whole of the UK, but most relates to England, reflecting the weight of evidence and our own knowledge. Comprehensively reviewing the literatures of four separate countries was beyond our ability and time budget.

Structure

Locally elected local authorities take lead responsibility for social care services in England (150 ‘councils with social service responsibilities’), Scotland (32 local authorities) and Wales (22 local authorities). These bodies plan, commission and provide services, although, as noted below, there has been a marked trend in reducing the in-house provider role over the past decade.

‘Care Trusts’ are organisations within the National Health Service (NHS) to which local authorities can delegate health-related functions, in order to provide integrated health and social care to their local communities. There are presently just four in England, with others under discussion.

Children’s trusts may soon be established in England, bringing together a range of social and health care, education and other services ‘to ensure children and their parents get better co-ordinated services geared to meeting individual needs, rather than being centred on organisational structures’. They will both commission and provide services, but will be located in local government, not the NHS.

Children’s services

In March 2002, there were approximately 59,700 children looked after, formally in the care system, in England (0.52% of the population aged under 18, which is up from 0.45% six years earlier). The total number was 22% higher than in 1993/94. Two-thirds of these children were under ‘care orders’ and one-third under ‘single voluntary agreements’. In terms of placements, 66% were in foster homes, 13% in children’s homes and residential schools, and 11% placed with parents. Of these children, a staggering 15% had experienced three or more placements during the previous year. Over the course of the previous year, a total of 93,000 children were looked after at some time. An additional 25,700 children were on protection registers. The proportion of children in foster homes has not changed since 1996.

Scope

Social care services support various individuals and groups including older people, children and families, people with physical or learning disabilities, and those with mental illness. Services may be delivered in clients’ own homes, in residential establishments or in day care facilities, although the family remains both the frontline provider and in quantitative terms the most important care provider. Reliance on informal care is proportionately no greater today than previously, but much greater policy attention has recently been turned to the needs of such unpaid carers, whether within or outwith the family.

NSince the early 1990s there has been especially rapid growth of private and voluntary sector provision, substantially supported by ‘contracting out’ arrangements from local authorities. The independent sectors now deliver more services than the public sector for most user groups.

Expenditure

Devolution of many powers within the UK make it impossible to report UK-wide statistics for social care, except at the most general level, but some common trends are clearly evident. In England in 2001-2002, gross current expenditure on personal social services by councils with social service responsibilities amounted to £13.6 billion, representing an increase of 6% on the previous year. (In fact, over the ten years since 1991-92, gross current personal social services expenditure has more than doubled in real terms.) Of the 2001-2002 total, 23% was accounted for by expenditure on services for children and families, and 45% by expenditure on services for older people. Residential provision dominates these expenditure patterns (across all almost all user groups), accounting for 46% of the total, compared to 39% for day and domiciliary provision (combined) and 15% for assessment and care management.

In Scotland, net expenditure on social work in 2001-2002 was £1.26 billion, 3% higher than the previous year. As in England, 23% of this total was spent on children’s services. Budget expenditure on social services in Wales was £0.7 billion in 2000-2001, of which (again!) 23% was allocated to children’s services and 42% on services for older people. Total expenditure on personal social services in Northern Ireland was £1.4 billion in 2000-2001, 12% on children’s services and the remainder on adults.

Children’s services

In March 2002, there were approximately 59,700 children looked after, formally in the care system, in England (0.52% of the population aged under 18, which is up from 0.45% six years earlier). The total number was 22% higher than in 1993/94. Two-thirds of these children were under ‘care orders’ and one-third under ‘single voluntary agreements’. In terms of placements, 66% were in foster homes, 13% in children’s homes and residential schools, and 11% placed with parents. Of these children, a staggering 15% had experienced three or more placements during the previous year. Over the course of the previous year, a total of 93,000 children were looked after at some time. An additional 25,700 children were on protection registers. The proportion of children in foster homes has not changed since 1996.
In Scotland, there were 11,200 looked after children in March 2002 (1.0% of the population 18), an increase of 3% over the previous year. Accommodation patterns were quite different from in England, with much lower use of residential placements: 28% in foster homes, 15% in children’s homes and residential schools, 44% living at home with parents and 12% with friends/relatives. The percentage of children placed with foster families has grown from 22% in 1996. Twice as many children have ‘looked after’ status in Scotland in comparison with England.

In both Northern Ireland and Wales, the percentages of the under 18 population with looked after status are exactly the same as in England (0.52%). Patterns of accommodation are a little different. In Northern Ireland, 63% were in foster homes, 11% in residential accommodation, 22% placed with parents, and 3% in other settings. There were 3,644 children looked after by Welsh local authorities in 2001, 74% accommodated in foster homes, 6% in residential accommodation, 11% placed with parents, and 9% in other settings.

Domiciliary (home) care for adults

Turning to services for adults (which predominantly means older people), about 3 million contact hours of home care (home help) were provided to around 366,800 households (or 381,900 clients) in 2001-2002, in England. This represented a 3% increase in the number of contact hours and a 4% fall in the number of households receiving this service. Councils are clearly providing more intensive services for a smaller number of service users. About 81,500 households (22% of households) received intensive home care in 2002 (defined as more than 10 contact hours and 6 or more visits during the week) – a 5% increase over the previous year. Almost two-thirds of the total contact hours of home care were provided by the independent sector under contract from Councils, a considerable increase over the situation just a few years earlier to 216,200 households. This compares with 60% of contact hours and 205,800 households in 2001.

Scottish local authorities have contracted out a much lower proportion of the home care services they fund, than have their English counterparts. Of the 63,541 home care clients in 2002, 85% were supported solely by local authorities (receiving an average of 5.7 hours per week), 10% solely by independent providers (13.2 hours per week), and the remaining 5% by a combination of public and independent providers (12.5 hours per week). Although the number of home care clients has fallen steadily over a five-year period (20% fewer in 2002 than in 1998), the average number of hours has increased (6.8 compared to 5.1).

More than 12 million hours of home care were provided in Wales in 2000-2001, an increase of 7% on the previous year. A third of the total was provided by independent sector organisations under contract to local authorities. Domiciliary care was the main form of care for 41% of the 14,756 adults (mainly older people) with care packages in effect on 31st March 2001 in Northern Ireland.

Residential and nursing home care for older people

Of course, the largest component of social care expenditure on formal services is on residential and nursing home care for older people. In March 2001 there were 341,200 residential places in 24,100 residential care homes in England, and 186,800 registered beds in 5,700 nursing homes and private hospitals and clinics. Some of these places and beds are in dual registered homes. The numbers of residential care homes and places have been falling (by 3% and 1%, respectively, since the previous year), as have the equivalent measures for nursing homes and private hospitals and clinics (3% and 3%). Also falling – and at a faster rate – is the number of local authority homes. By March 2001, the independent sectors provided 92% of all homes and 85% of places in residential care homes. Overall the number of publicly supported residents (across all types of home and sector) decreased in 2001 – for the first time since 1984. Just over half of the supported residents were in independent residential care homes, 27% in independent nursing homes, 16% in local authority staffed homes. Four-fifths of all supported residents were aged 65 or more.

There were 1,573 registered residential care homes in Scotland in March, with 22,336 places, two-thirds of them older people. Of the places for older people, 39% were in local authority homes, 27% voluntary sector and 34% private. There were another 23,940 places in registered nursing homes, all in the independent sector (the majority private) in March 2000. Since 1994, the local authority and the voluntary sector have contracted in size (falls of 33% and 7%, respectively, in available places), whilst the private sector has grown (by 9%). Places in nursing homes have grown by 38% over this nine-year period. In contrast to England, the total number of residential and nursing places grew (by 2%), between 2001 and 2002.

In Wales, the share of all residential care places provided by local authorities has fallen steadily over a 20 year period to 30% in 2001 (out of a total of 15,237 places). This compares to a public sector market share of 79% in 1980. In 2001 there were almost 11,000 additional places in nursing homes (with 91% of the residents aged 65 or over). The total number of places in residential care homes in Northern Ireland fell from 6,710 in 1999 to 6,408 in 2001. 5,539 (86%) of these places were in homes primarily for older people.

Social services finance

Social services are financed primarily by central government and to a lesser extent through local taxation (i.e., the council tax). In England, Scotland and Wales a complex formula is used to allocate funding from central government to local authorities, taking account of different levels of need and costs. The standard spending assessment (SSA) systems in England and Wales, and the grant-aided expenditure (GAE) system in Scotland, provide indicative amounts for social care expenditure, although authorities are largely free to choose the amounts that are actually spent. In fact, most authorities spend above their assessments – indicating that the centrally distributed pot of funds is too small. However, limits on how much authorities’ can raise through the local council tax, means that other local services face ‘under-spending’, to allow social care to be supported at present levels. In Northern Ireland, the joint health and social services boards have their funds allocated centrally and have no opportunity for supplementation from local taxes. This results again in what is widely regarded as under-funding.

Most authorities charge home care users for their services. In England and Wales, individuals are usually subject to a means test. New rules introduced in April 2003
seek to improve fairness by making charging more consistently across English authorities. Wales is introducing more generous means-testing thresholds. The main difference between the countries of the UK, however, relates to personal care (i.e., bathing, feeding and dressing), which is free in Scotland but not in England or Wales.

B Annotated Bibliography

1. Comprehensive works, overview volumes, classics on social services and the welfare system


This undergraduate textbook seeks to address the ‘what, when and why’ issues of welfare change, in the UK. The book charts the changing nature of the welfare state over a 60 year period, organised not so much around service, user group or ‘need’ but around themes and perspectives. Thus, for example, there are chapters on the classic, restructured and modern welfare states. Another chapter focuses on economic explanations for the welfare state and its forms. Political, organisational and social explanations are also given careful attention. The final chapter looks at welfare change, summarising the main arguments, speculating on 21st Century welfare and concluding that, in fact, we still know relatively little about basic questions of the ‘what, when and why’ of welfare change. The authors suggest that the analysis of recent changes in social policy may require new approaches.


The incoming Blair administration of 1997 set out Labour’s policy agenda for social care in this White Paper. Many of the White Paper’s themes are consonant with the government’s broader ‘modernisation’ agenda and seek to build what is called a ‘Third Way’. The aim is to ‘move the focus away from who provides the care, and place it firmly on the quality of services experienced by individuals and their carers and families’. After stating the key principles that should underlie high quality, effective services for adults and for children, the policy document sets out ‘modernisation proposals’.

First, improving protection – new inspection systems, independent of local authorities. Second, improving standards in the workforce – establishing the General Social Care Council to regulate social care personnel by setting standards of conduct and practice, and to improve levels of training and qualifications. Third, improving partnerships – better joint working between social services and the National Health Service, local housing departments, the employment service, the education service, the criminal justice system, independent sector bodies (voluntary and private), users and carers – including pooled budgets, lead commissioning and integrated provision. Fourth, improving delivery and efficiency – new monitoring and information systems to raise standards, quality and value for money; new performance assessment framework.


Both the first and second editions of this excellent book have been positively received and reviewed. A strong feature is a carefully observed historical account of the development of community care from immediately before the 1940s legislation that introduced the welfare state, with its heavy emphasis on residential forms of care (including widespread use of long-term hospitalisation), to the present day dominance of community-based alternatives. Inter alia, the book discusses the changing roles of the state, the family and voluntary organisations, in moving the balance of care away from residential services; the changing needs of older people and the extent to which their needs have been prioritised in resource allocations; the health-social care interface; and perennial challenges of managing the boundaries, with housing and the social security system. The mixed economy of care and European policy contexts are given more attention in the second edition than the first, reflecting their growing importance in UK policy and practice contexts. The book makes copious use of historical documentation and insights gained from interviews with key officials and others.


This introductory textbook provides an accessible, comprehensive account of the structure, organisation and operation of social services in the UK. Seven of the eleven chapters are written by Michael Hill, with contributions from other (specialist) authors on child care, adult care (mainly care for older people), mental health and modernising social services. Historical threads are drawn, but the book’s strength is in its careful analysis of recent policy and practice developments, and particularly its discussion of the changing patterns of relationships between central and local government.

2. Supply and demand

Bamford, Terry. 2001. Commissioning and Purchasing. London: Routledge. This highly readable, well informed and thoroughly grounded book, written by an experienced social service manager, provides a recent account of structures and practices in English social care services. The book is organised around one of the dominant themes of the past 15 years – the separation of purchasing (obviously associated with demand) and providing (supply), and the need to develop good commissioning links between them. An opening chapter describes the policy background to present day social care, and there are then insightful accounts of the aims, processes and consequences of commissioning (broadly interpreted). Subjects include: involving carers and users; care management; contracting; costs and prices; purchasing quality care; and next steps in commissioning. In each case, the discussion draws on published research, together with insights from the author’s own experience in the field.


This paper has a narrower focus than Bamford’s book. It starts at the same place; the 1990 National Health Service and Community Care Act, which intro-
duced sweeping changes to both the health and social care systems, only some of which have subsequently been altered, following the replacement of Conservative by Labour governments. In social care, the main impacts were seen in: greater emphasis on community care; clarification of lead responsibility (given to local authorities); ending of confused and costly incentives to older people to use social security payments to access residential or nursing home care (subject to a means test, but without any assessment of needs); and further encouragement to private and voluntary sector bodies to expand provision. Building on a long-term research study and national data to chart trends in provision, purchasing and user choice, this paper looks at the consequences of encouraging a more mixed economy of care (particularly greater provider pluralism). The decade has witnessed marked changes to the following. The sectoral balance of care, the growth of domiciliary care relative to residential and nursing home provision, the somewhat slow introduction of forms of contract that share risk more evenly between purchasers and providers and that make allowance for contingencies, and the even slower facilitation of informed choice for older people over the care options open to them.


Drawing on detailed evidence gathered in five local authorities between 1992 and 1994, this book looks at the period of intense change in community care in England. Three major issues provide the structure for organising and discussing the evidence: (i) the purchaser/provider split and the creation of social care markets; (ii) the (wider) introduction of care management; and (iii) attempts to build better collaborative links with health authorities. Five social services departments were chosen for their contrasting histories, political control and socio-economic circumstances, and their responses to the 1990 NHS Community Care Act were similarly diverse. Broadly, however, new community care policies were welcomed by social workers, due to their potential in development of more user-based practice, and because of their stated intention in expansion of consumer choice. Lewis and Glennerster identify various reasons for the diversity of responses and discuss the implications for the further development in policy and practice.


The future demand for long-term care for older people in England is projected, using a macro-simulation model that takes into account the relationship between factors affecting the need for care, such as dependency and household type, and the provision of long-term care services. Under a ‘base case’ set of assumptions, the model estimates that, between 1996 and 2031, long-term care expenditure in England would need to rise by around 149 per cent, in real terms, in order to keep pace with demographic trends. However, these projections are highly sensitive to the estimated future numbers of older people, the assumptions made about trends in dependency rates, and future real rises in the unit costs of care.


The right to access care as a citizen is attracting increasing attention in the UK social care context. Drawing on the example of community care services for people with disabilities and older people, this paper builds a theoretical framework of citizenship that encompasses the idea of access to welfare as a ‘civil rights’ and ‘social rights’ issue. The authors critically examine Labour government policy developments that emphasise partnership in the NHS and local authorities. Their theoretical framework is used to explore issues concerning access to and the commissioning of health and social care services. They conclude that the roles of welfare professionals, particularly general medical practitioners (GPs) and social service workers, and their relationships with service users, patients, carers and their families present continuing challenges to the citizenship status of people with disabilities and older people.

3. Definition, forms and types of service

The following entries quantify some key aspects of the provision of personal social services. Quite detailed statistical data are provided on the Department of Health website www.doh.gov.uk.


Miller and Darton cover a seldom-discussed aspect of social care: government statistics. The authors trace the conflicting agendas of two government departments through the 1980s and 1990s: the Department of the Environment’s attempts to decrease the burden of data collection on local authorities and the Department of Health’s attempts to increase scrutiny of local social service departments, by demanding more information. The second half of this chapter describes the difficulties in getting sufficient data on the residential and nursing home care sector, particularly with regard to the tracking of the expanding roles of the independent sector. The authors welcome the creation of the National Care Standards Commission (since established, but soon to be replaced) as having the potential to increase the comprehensiveness of data on care homes.


Over three decades, the Personal Social Services Research Unit (PSSRU) has conducted a number of studies of care management services provided by local authorities. This article focuses on patterns of care management arrangements for older people. The authors examine the development of care management since its formal or widespread introduction with the NHS and Community Care Act 1990. Analysing the results of a wide-scale study of English local authorities, they report that great variations exist in care management arrangements. Specialised services for older people were found in only about half of the authorities, in spite of government guidance over recent years, that has increasingly emphasised the benefits of specialist intensive care management services. The authors argue that to satisfy government priorities of improving consistency in access to and provision of services, authorities must better target their care management approaches to different levels of need.


*Children in Need* reports the results of a comprehensive 2001 census of children, known as requiring services by their local authority social service departments. Among the report’s findings are statistics on abuse and neglect. The need for social service interventions on these grounds accounted for more than half of all cases of children looked after in residential and foster care. The PSSRU analyses this census data in more depth. Topics include ethnicity, unit costs, worker activity and children with disabilities.


This research paper addresses the following questions. Why do local authorities vary so much in their indicators on child protection and children looked after? How much can variations be explained by the effects of socio-economic deprivation? Do high and low scoring authorities differ in their approach to delivering services, or do they vary in the way information is collected and recorded?

4. Organisational aspects, forms, ownership and auspices of providers

Policy emphasis, for some years, has placed great importance on pluralism of provision – encouraging a mix of state and non-state services – and the need for collaborative rather than sometimes somewhat combative styles of interaction. The latter emphasis has partially failed, in so far as a culture of contracting (still sometimes quite adversarial) has undermined certain long-standing relationships, between the state sector and the independent sector. On the other hand, new models of ‘partnership’ are being discussed and introduced.


Voluntary organisations have long been major and highly valued social service providers, but changes in the broader mixed economy have introduced many challenges. A Commission chaired by Prof. Nicholas Deakin was set up to explore the future of the voluntary sector. One particular concern related to charitable status. The report favoured the retention of a legal test of charitable status, based on an organisation’s purposes, rather than its actual activities. The Deakin Commission report related to the whole of the voluntary sector, but obviously much is directly relevant to social care. The report is strongly evidence-based, well situated in the policy context, and continues to be widely cited today. The Commission identified the need for higher and more consistent standards of management within the sector which in November 1998, led to the establishment of the Compact.

‘An agreement between government and the voluntary and community sector to improve their relationship for mutual advantage. The Compact aims to build the partnership relationship between government and the sector.’ The principles outlined in the national Compact exert considerable influence in relation to government policy towards the sector.


This widely-cited research volume examines, as its title suggests, contracting arrangements, not just in social care but also in other fields, and not just in the UK, but drawing on experiences from other countries. At the core of the book is the question: ‘What are the implications of the contract culture and its introduction into Britain’s public services, for both providers and users of services?’ Evidence is drawn from the late Keiron Walsh’s own extensive work, in the public policy and public management fields, particularly in local government. Chapters examine, in turn, the background to and recent experience of change in UK public services; the processes of public service management changes; the introduction of contracts; the design of the empirical research study; structures for and of contracting; markets, managing contracts; the context of change; and what the authors call ‘the contract revolution’ in the wider international domain, where the authors caution against drawing conclusions, across national boundaries, without appropriate adjustment for context. The replacement of the compulsory competitive contracting system by ‘Best Value’, a major development since 1997, is discussed in Greenwood et al. in *New public administration in Britain* (see section 12).


The implementation of the 1990 NHS and Community Care Act, the greatly increased use of voluntary sector providers, and the switch from grants to contracts, form the background to this research based study. (These themes are also addressed in sections 2, 8, 12 of this bibliography.) Drawing on data from one local authority, the article brings together two main themes of current social policy debate in personal social services: regulation and quality assurance. Contracts are seen as increasingly significant forms of input, process and output regulation. The results from the empirical study are discussed in the context of evidence from other parts of Britain and also the United States. The main issues identified in this discussion are competition, consumer choice, user involvement, the dangers of excessive and inappropriate regulation, the importance of trust and risk, and the relationship of resources to quality.


‘Joined-up’ policy and practice has been an aim for longer than researchers have been pointing out the adverse consequences of isolated, inconsistent, contradictory actions by different parts of the social policy domain. Balloch and Taylor offer a collection of well written accounts of present day ‘partnership’ aspirations and achievements, firstly in relation to social exclusion, then in the social and health care arena, and thirdly by exploring issues of power, participation and place.
This collection of papers from the LSE reviews two decades of British social policy, with particular focus on the position of the voluntary sector at the heart of many policy and practice changes. Chapters cover the public and social policy context, social exclusion, contracting, regulation, regeneration, partnership, provision of care for older people, grant-making foundations, international development NGOs, non-profit housing agencies, governing bodies of voluntary organisations, volunteers and users.

5. Financing


This book chapter looks at health care funding arrangements. It examines the underlying principles of funding long-term (social) care for older people, reviews arrangements in some European countries, and explores the consequences of different approaches. Possible systems for financing long-term care are appraised against the criteria of efficiency and equity. It argues that risk-pooling through insurance is a more efficient way of funding long-term care rather than relying on savings, but problems with the voluntary purchase of private insurance makes public sector intervention inevitable.

6. Staff and volunteers


In the spring of 2000, the King’s Fund established an independent inquiry into the quality of physical, practical or emotional support provided to adults. Evidence was gathered through written submissions, discussions with key ‘witnesses’, and consultative meetings with service users and carers. More than two million adults in Britain (two thirds of them frail older people) need care and support in their daily lives. The services they require accounts for the employment of around one million care and support workers. The quality of care and support has been the focus of increasing concern, and the passing of the Care Standards Act (2000) established, for the first time, a national system for the regulation of social care. The Inquiry considered the likely benefits of regulation and explored further strategies for improvement that may be required. The Inquiry highlighted an emerging crisis precipitated by an ageing population and increasing workforce shortages. Fifteen key recommendations for immediate action were identified and included issues of social care resources: choice and control in services; training and skills; and recruitment and retention. An appendix provides statistical data and research profiles of the social care workforce.


In this article, drawing on empirical data from a small qualitative study of personal assistants working for people with disabilities, Ungerson argues that...
these workers are not as open to exploitation, as she has suggested, in previous research. They are able to leave employers they do not like, although not without some difficulty, since they often feel very guilty. She also suggests that, in order to manage risk, people with disabilities, who employ personal assistants, employ those who are already known to them, and this makes the boundary between care work and friendship a difficult one to negotiate. If this form of care work develops and, given that there is a push to extend direct payments in the UK it seems likely, the whole issue of the employer/employee relationship located within the care user/caregiver relationship will become very complex.


The findings of workforce studies, which took place between 1993 and 1995, about social service staff in England, Scotland and Northern Ireland are reported here. Data was collected using a longitudinal survey, with a panel of English, Scottish and Northern Irish social service staff. The study concentrates on managers, field social workers and residential and homecare workers. The book includes chapters on the employment history of staff (Toby Andrew), their levels of satisfaction, stress and sense of control (John McLean), discrimination at work (Barbara Davey) and coping with violence and abuse in the workplace (Jan Pahl). The editors conclude that further radical change, may be difficult for the social service workforce, to assimilate. Given the evidence presented on levels of stress and exposure to violence and that there has been inadequate progress on equal opportunities and training, staff may be reaching their limits to absorbing change.


Jabeer Butt has carried out a number of studies, on the experiences of black and minority ethnicity staff, in social service employment. Drawing on qualitative methods to interpret information obtained in interviews, with nearly 1000 people, 134 of whom were from black or minority ethnic groups, this jointly written paper examines ‘how racism is experienced’ by such staff. Racism is found to be a common experience among the latter. Among the findings include incidents ‘perceived to be directed at the professional role and identity of staff, have a greater effect than more general comments’, and subtle forms of racism, have greater impacts than more explicitly racist comments and practices. Comments are offered on current policies to counter racism, including criticism of a ‘zero tolerance’ approach, and the shortcomings of relying on the advancement of black and minority ethnicity staff, into management positions.


Using multivariate statistical analysis of data from a UK household survey, this paper examines patterns of community care volunteering. The authors find that a number of individual, household and other characteristics influence volunteering, with marked differences in the patterns of distinct types of community care activities, such as supporting older people and transporting or escorting people. Methodologically, the results point to failures of previous studies in adequately addressing volunteering contributions of black and ethnic minority groups, and individuals from lower income groups. The policy implications of the results for community care are explored.

7. Clients, users and consumer issues


The findings of a research project, which examined the views and practice of social workers undertaking assessments in one local authority, are outlined. These new assessment arrangements followed implementation of the NHS and Community Care Act 1990. Assessors expressed dissatisfaction with some aspects of the new system of care management, but overall, took the new culture on board. Managers were consistently more enthusiastic than social work practitioners. Both groups saw needs-led assessment, user choice and keeping users in their own homes, as central objectives of care management. The research included shadowing ten community care assessments, to explore the degree to which these objectives were realized in practice. Users’ experiences of the new culture were also studied. The user-practitioner transactions observed, suggest that those users who were able to articulate their own needs forcefully, were most likely to be able to exercise choice. It is argued that the new culture of community care embodies ‘consumer choice’ rather than ‘user choice’.


This paper reports on one aspect of the outcomes programme run by the University of York’s Social Policy Research Unit, which has been developing ways for social care agencies, to use information on outcomes in social care in their practice. The authors review the literature on outcome measures developed to evaluate services for people with dementia, observing that many studies have marginalised the perspectives of the people themselves and have relied on proxy respondents or observation instead. They report the results of a feasibility study on consulting people with dementia and their carers, to establish outcomes of importance, in relation to community care services. They arrived at a set of outcomes through the use of discussion groups, interviews and informal conversations. Both service-process outcomes (such as ‘having a say in services’) and quality of life outcomes (for instance ‘feeling safe and secure’), emerged as important. Bamford and Bruce note that service evaluations have not generally emphasised the importance of maximising a sense of autonomy for the service user. They also note the problems of using carers as proxy respondents for people with dementia. They call for a shift in research perspective, away from a medical outlook, towards an approach more suited to the aims of community care and acknowledging the views of people with dementia.

Allott Margaret and Robb Martin (Eds), (1998), Understanding Health and Social Care: An Introductory Reader, Sage Publications, in association with The Open University

Despite its broad title, this book does not attempt to provide an overview of the financing, organisation or administration of care services, although it does introduce some of the key issues and debates. Rather, it sets out to ‘connect the day-to-day experience of caring, and being cared for, with new ideas and ways of thinking about health and social care’. It includes up to the minute research findings and academic debates, but alongside the perspectives of frontline care workers, and those who are users of care services. Particular attention is paid to
the voices of those who often go unheard, especially service users, people with disabilities, older people, and members of minority ethnic groups.


Self-organised user groups in the mental health and disability fields are becoming increasingly visible and playing important roles. Strategies employed by user groups, in pursuit of their objectives, are described in this report and linked to conceptual discussions of consumerism, empowerment and citizenship. One of the conclusions from this study is the need for true self-organisation by such groups. This needs to be encouraged and resourced, if such groups are to play valued roles in the design, planning and delivery of services, and if they are to counter social exclusion.


Many welfare states are increasingly attaching cash to the activities of informal care. Three reasons for this are: to deal with a perceived ‘care deficit’; to develop the rights and empowerment of users of care services; and to compensate for and recognise the activities of care-giving. This article discusses possible reasons for these common developments in both Europe and the United States, suggesting a seven-fold typology for understanding their nature. It outlines various theoretical tools, with which to evaluate their meaning and impact. In particular, Ungerson considers the way in which a gendered perspective can be brought to bear on the analysis of these policies.


In this interesting article, Olman advocates a new paradigm for the critique of unsatisfactory, disempowering social and housing policies, for older people. She argues that the social model of disability, familiar to those in the independent living movement, has applications to later life studies. It is also valuable at the level of policy and politics. The social model dissociates disability and impairment, seeing movement, has applications to later life studies. It is also valuable at the level of policy and politics. The social model dissociates disability and impairment, seeing

8. Efficiency, effectiveness and equity of social service provision and financing


This book primarily reports the findings of a longitudinal study of community care for older people, but also locates those findings in a broader discussion of the policy and practice environments, of English social care in the 1990s. Chapters describe a sample of older people and their carers (their characteristics and circumstances), care management arrangements, consistency in social care, social supports, informal care supports, costs and outcomes. The authors conclude from their detailed analyses that the community care reforms of the 1990s demonstrate real capacity for change, particularly as a result of the emphasis on care management and planning. Better targeting of resources on needs has been achieved, but at the expense of appropriate investments in prevention and rehabilitation. The book also vividly illustrates the variety and complexity of user and carer needs, and in the formal responses to them.


Social care reforms of the early 1990s have had especially profound effects on the domiciliary care system. The adoption of markets and the ‘enabling’ role for local authorities are central features. In contrast to much of the original rhetoric that lies behind these reforms, economic theory emphasises the importance of institutional arrangements – particularly the nature of the contractual relationship between domiciliary care purchasers and providers – in affecting performance. Given, in addition, the discretion that local authorities have over the specific form of transactions with providers, questions about contract choices become especially pertinent. This paper describes the variety of arrangements being used and the different implications of contract choices. In the context of relatively competitive markets and organisations exhibiting a range of business motivations, the evidence supports the hypothesis that for otherwise equivalent providers, prices are significantly affected by contract type. In short, institutional arrangements matter. This is one of a series of books from PSSRU examining efficiency and equity aspects of care for older people.


This detailed volume provides the first systematic account of the productivities of community care services for older people in England and Wales, for a wide range of outcome variables. Among other things, the productivity ‘mapping’ suggests that community care services affect different users very differently. There is no significant evidence of complementarity between services, newer types of service (day care and respite care) are significantly more effective for a majority of outcomes than traditional ones (e.g. home care, meals), and services exhibit significant decreasing returns to scale effects. The authors use their findings on productivities and utilisation to investigate ways of improving the current allocation of resources: i.e., how to improve the balance of outcomes achieved, the distribution of services across user types, and the dangers of supply constraints for particular services.


The Department of Health commissioned a programme of research under the banner of Outcomes of Social Care for Adults (OSCA). This comprised 13 diverse projects and a parallel programme of work on outcomes by the Social Policy Research Unit, University of York. Each project produced reports and publications,
and this overview summarises them and explores the contribution of the OSCA programme to the development of the conceptual understanding of outcomes. Outcomes are multidimensional, and specifying them is inherently difficult. Moreover, different stakeholders often have different perspectives. More recent developments that further emphasise the need for a clear view on outcomes include the National Service Frameworks (including those for older people, people with mental health problems and — soon — children), and by the establishment of the Social Care Institute for Excellence (SCIE).


Direct payments are of increasing significance in the UK. Eligibility for the scheme has recently been expanded to include older people, younger (teenage) adults, and the parents of children with disabilities. As other studies have found, this study by Glenning et al. concludes that direct payments offers people with disabilities major benefits, compared with conventional, directly provided, care services. Users of direct payments describe the greater choice and control they are able to exercise, and the individualised, flexible and responsive packages of care they are able to construct for themselves. These are generally far broader than conventional home care support. The authors conclude that ‘this enhanced choice and control, in turn, led to improvements in their quality of life, emotional and mental well-being.’ Given the growing attention paid to direct payments in many European social care systems, this is encouraging evidence. Moreover, these authors argue that moves towards closer integration of health and social care services through the use of ‘flexibilities’ introduced by the 1999 Health Act will provide further opportunities for people with disabilities ‘to integrate their independence through the integrated health, personal and social support of direct payments.’


Glasby and Littlechild offer an up-to-date review of progress and problems with direct payments since the 1996 Community Care (Direct Payments) Act, came into force a year later. The Act gave local authorities the power to make cash payments to some service users, rather than directly provide them with services. The book also provides an historical account of direct payments and outlines the legislation and accompanying guidance. It looks at different user groups and their experiences with direct payments (including discussions of the relevance of ethnicity and sexuality), and then discusses the positive and negative consequences of direct payments from a variety of perspectives. Although most of the book relates to the UK, comparisons are made with other European countries.

9. Patterns of relations among providers


This paper presents a critical review of recent policy developments, in relation to the health and social care of older people, in England. The authors scrutinise relationships between health and social care organisations, in the context of the government’s agenda of creating ‘partnerships’, improving performance in the public sector, and involving front line health professionals in service development and resource allocation decisions. The new Primary Care Groups (PCGs) and Primary Care Trusts (PCTs), which have been likened to US Health Maintenance Organisations (HMOs), have the potential for increasing local collaboration between health and social services. The authors present results from two recent longitudinal studies of PCG/Ts and discuss the implications of the national policy agenda on the local development of older people’s services. They argue that the governmental focus on partnership working may not be addressing the most important priorities in the eyes of older people themselves.


Research carried out over a five year period by the Joseph Rowntree Foundation looked at state-voluntary sector partnerships. Taylor reviews what has been learned about the voluntary sector, noting its diversity and in some cases fragility, and maps its changing relationship with the public sector. She draws out the implications for, and the potential threats to, partnership working with governmental organisations, noting the culture gap and resource imbalance that may exist between the partners. This thoughtful and wide-ranging analysis ends with a set of practical recommendations for both voluntary and government partners to fund community development and enhance the effectiveness of services for users and citizens.


Hudson and Henwood, long time commentators on care policies, systems and practices in the UK, argue that the boundary between health and social care in England has been problematic throughout the period since 1948. Central emphasis was laid on partnership by the incoming 1997 Labour government. More recently there has been a focus less on partnership, than on restructuring, as the way of achieving integrated care. The authors argue that this approach has caused confusion and is inconsistent with the complex requirements of governance, and the management of ‘wicked issues’, a feature of which is complex interdependencies.

10. Innovation and change

There has been a trend in recent years towards the joint provision of ‘intermediate care’ by health and social services, in response to government initiatives in the form laying down new statutory duties to embrace partnership working, backed up by numerous directives and ‘advice’. There have been a number of developments in the areas of user involvement and empowerment and much written on partnerships outside the arena of intermediate care. These are listed elsewhere in this bibliography.


The authors provide a comprehensive review of intermediate care in England with reference to the contribution of social care. They emphasise the role that
personal social services can play in counterbalancing an acute/medical model of care that could be inappropriately applied to intermediate care. They argue that social care can contribute a holistic and user-centred approach to intermediate care.


Dobash and Dobash have been researching the area of domestic violence for many years. The authors note that there have been relatively few British programmes dealing with men’s violent behaviour towards women partners. The paper presents the results of an evaluation of two Scottish court-mandated programmes for violent men. The programmes focussed on the offender’s violent behaviour and his need to change. The evaluation compared this ‘programme’ group with a group of men who had been sanctioned in other ways, such as admonishment or imprisonment. Impacts on the behaviour of the two groups were evaluated by examining quantitative and qualitative data, gathered from a combination of interviews, postal questionnaires and court records. The results of this three year study suggested that one year after the intervention, a significant proportion of ‘programme’ men had not been violent towards their partners, unlike the comparator group, who were less likely to have changed their behaviour.

11. European Union and globalisation issues


This edited book contains chapters on a number of countries that have made significant changes in the funding, organisation or delivery of long term care services: the UK, the Netherlands, Finland, Denmark, Germany and Australia. Glendinning in her conclusion discerns some common trends among these countries: for instance governments’ attempts to increase co-ordination of services across boundaries – health and social services, hospital and community; devolving integrated budgets to local levels for a variety of long term care services. She draws out the implications of such trends for older people in terms of equity and citizenship. Finally, she examines how lessons learned from other countries’ experiences, could be applied to long term care provision in the UK.


The editors of this book note that they sought to fill a gap in the literature on comparative social care policy and the lack of up to date information on social care in Europe. Munday’s introduction examines how social care is defined within Europe and identifies dimensions along which social care can be compared. He then provides the context of social care in the then 12 countries of the European Union. There are chapters on the mixed economy of welfare (Ely and Sama) and on social care for three client groups – children and families (Madge and Attridge), people with disabilities (Wilson) and older people (Baldock and Ely). Munday concludes by pondering future developments for social care in Europe.

12. Bureaucratization and/or commercialisation problems


This is an excellent analysis of the historical antecedents of the health and social care ‘divide’ that has been the focus of increasing government concern over recent years. The group of older people with ‘intermediate’ needs that fall between the responsibilities of the two services is growing. Lewis has consulted archival material to go beyond the usual explanations – financial, administrative and professional divisions. She argues that in the late 1950s Ministry of Health officials established a boundary between health and local authority responsibilities, based on the need for either ‘constant care and attention’ (local authorities) or ‘constant medical and nursing attention’ (health authorities). This resulted in a battle between the two services over which needs they should meet. The second part of the paper reviews the Labour government’s NHS plan, which promotes a substantial policy shift towards primary care. Lewis considers the impact of a shift of administrative responsibility for the ‘intermediate’ group of older people to the NHS. She argues that such a shift is unlikely to end the ‘Cinderella status’ of this group without fundamental change to the financial dimensions of the boundary.


These two books stem from a long programme of research funded by the Department of Health, and carried out by the Personal Social Services Research Unit and the Nuffield Institute for Health, largely carried out in 25 localities across England. They describe the 1990 National Health Service and Community Care Act as it applied to social care, and how the legislation was initially viewed with either enthusiasm, or deep scepticism, or (in most cases) cautious ambivalence, by local and health authorities, and voluntary and private sector providers. Over time, most views mellowed and – to a degree – and converged around an approach to the organisation, commissioning and delivering social care, that can be described as ‘market pragmatism’. Running through almost all purchaser and provider views on the market-like changes introduced or hugely stimulated by the 1990 Act, is a concern that ‘social care is different’, with inherent characteristics, that mean that the usual assumptions about market behaviour, do not apply.


The approach adopted in this excellent book is to chart the development of services for older people in four contrasting local authorities, over the period 1971 (when social service departments were established) to 1993 (when the 1990 Act community care ‘reforms’ was fully implemented), as the platform for reflecting on continuing policy developments into the 21st century. Discussion of the Labour government’s ‘Modernisation agenda’ and associated initiatives is instructive. Among the topics used to structure the historical narrative and documentary evidence are – in order of real work experience – targeting and rationing, charg-
ing, the role of residential care, shifting health-social care boundaries, the mixed economy of care and quasi-markets.


Though not specifically about the personal social services, this helpful text provides an overview of the central and local government context, in which the social services operate. The new edition covers recent developments rolling out from the Labour government’s ‘modernisation’ agenda for central and local government. Inter alia, it gives a clear explanation of ‘Best Value’ – a system for demonstrating the efficiency and effectiveness of all local government services – that has now replaced the ‘compulsory competitive tendering’ processes, introduced by previous Conservative governments.


The Audit Commission has examined the range of approaches that local authorities in England and Wales take to charging vulnerable people for services. The report reveals sharp increases in the prevalence of charges and revenue raised from that source. It also highlights significant implications for service users. For example, in a third of councils, users have been left to live on incomes below Income Support levels. They also found that charges could create a perverse financial incentive to admit service users prematurely into residential care. The Commission recommended clear national guidance on assessing users’ incomes and expenditures. They also recommended that local authorities improve their charging practices during ‘Best Value’ reviews, for instance, establishing clear principles to guide charging.

13. Comparative, cross-national issues

A number of works cited in this bibliography include comparisons between countries, either directly or indirectly.


The authors examine the provision of social services, within the wider context of social welfare change. Where much analysis has been based on a ‘mixed economy of welfare’ framework, efforts to relate developments to changes in state forms and economic forces, have been less pronounced. The authors discuss how post-Fordist analysis has attempted to examine the relationship of these factors. Post-Fordism involves a restructured regime in which state and economy are focussed on flexible production and diversified consumption. They suggest that post-Fordism has under-emphasised the mediating impact of existing national institutional arrangements and over-emphasised historical ‘breaks’ in social welfare, as it passed from fordism to post-fordism. They argue that post-Fordist thinking should be tested: aspects of continuity in social welfare that have been neglected by this thinking are addressed by comparing the delivery of personal social services to older people in Australia and Britain. The authors identify three dimensions of measuring the transformation of social welfare along a post-Fordist trajectory: a shift from a unitary economy to a mixed economy of service provision; changes in the model of service delivery and consumption; and strengthening the governance function of the central state. They conclude that the restructuring of the welfare state is mediated by political strategies that differ among nations as they respond diversely to globalisation. There is a need to refine the post-Fordist welfare state thesis concerning the restructuring of social welfare.


Voluntary or non-profit sector social care providers have increasingly come to the attention of policy makers and analysts around the world. Interest has been generated both because of their institutional form (non-profit sector) and because of the growing salience of formally organised social care, as a policy field. Interest has also been stimulated by demographic and economic trends and changes in family structure. Against this backdrop, this chapter first discusses the nature of social care, as a pre-requisite for considering how and why the non-profit sector contributes to social care in such significant ways, and what lies behind the patterns of international variation in the extent and nature of these contributions. The non-profit sector’s historical and current roles are set in a comparative perspective, both internationally and by contrasting social care’s development with other welfare fields. The broad contours of the sector today are mapped, with cross-country comparisons. The chapter then turns to arguably the most prominent discipline in non-profit theorizing at the current time – economics – in an attempt to tease out the parameters of the ‘micro’ factors that may lie behind these patterns, supplementing the more macro political style of preceding sections. Non-profit sector social care performance is evaluated (compared to the public and private sectors), and suggestions made for future research.

14. Current trends and policy issues; predictions


Evandrou and Falkingham provide an overview of the personal social services (PSS) since the mid-1960s, until towards the end of the Conservative government in 1997. Though the topic is vast and complex, the authors have marshalled the relevant facts and statistics, in a way that make this chapter accessible, to a general readership. The authors define the ultimate aims of the PSS, as social control (such as child protection) and social integration (practical support for older people). They consider the macro-level outputs of the many strands of the PSS in terms of equity, efficiency and effectiveness, and also at a micro level, looking at distributional issues in the provision of services to older people. Interestingly, the authors suggest some possible indicators by which to evaluate PSS outcomes in relation to its aims: crime figures and the numbers of older children in local authority care could, for instance, be used as indicators for the aim of social control.

In introducing this volume, Bob Hudson observes that the social services department envisaged by the Seebohm report on 1968 ‘is now unrecognisable, if not extinct’. The White Paper *Modernising Social Services* is believed to signal an end to this era and to herald a new approach better suited to the next century. The book examines the changing role of social care over the past 30 years, particularly the changes associated with the introduction of the ‘quasi market’ in the 1990s. There is a particular focus on interagency relationships, particularly between health and social care, but also exploring important intersections with housing, social security, and between central and local government.

15. Other topics

Social care systems across the world rely heavily on unpaid work of family friends and neighbours, especially in the care of older people. Informal carers are increasingly treated as service providers in their own right, and informal caring has, to some extent, become professionalised. There is an extensive literature on informal care in the UK.


Though written over ten years ago, Twiggg’s chapter still provides the best conceptualisation of carers within the service system. She outlines her four-fold typology of carers in the service system: carers as resources; carers as co-workers; carers as co-clients; and the superceded carer.


Recent policy documents on informal care in the UK are examined – the National Strategy for Carers, the report of the Royal Commission on Long Term Care, and the note of dissent by two members of the Royal Commission. It is argued that these documents contain two rather different approaches to policy for carers. The note of dissent and the National Strategy reflect both an instrumental concern for the well being of carers, while the Royal Commission’s approach reflects a concern not only to support carers, but to some extent, replace them, with formal services. The latter would represent a radical departure from the prevailing policy for carers living away from home. The overview provides a brief background (history, policy framework, scandals, characteristics of children resident in homes) and then considers the evidence under five heads: the children; the homes; staff and their tasks; management, inspection and training; residence in its wider context.

Many conclusions can be drawn from these studies. One obvious finding is that there is no single model suitable for all ‘looked after’ children, leading to the aspiration to find out what works, for whom, when and why. Management, training, inspection, research and development are all given emphasis. Finally, ‘the evidence suggests that residence should be brought closer into the continuation of services for children in need, in order to ensure that the right children come into the sector and find their way to places that are right for them’.


This overview volume summarises the findings from eleven studies commissioned by the Department of Health in the 1990s. Each focussed on residential care. One of the prompts for these studies was concern raised by a series of public inquiries into the handling of residential care. The 1989 *Children Act*, and the regulations and guidance that followed it, provided new safeguards for children living away from home. The overview provides a brief background (history, policy framework, scandals, characteristics of children resident in homes) and then considers the evidence under five heads: the children; the homes; staff and their tasks; management, inspection and training; residence in its wider context.

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Like its sister volume on residential care (see above), this volume brings together the results of recently commissioned research, in this case focussed on adoption issues. The government’s Quality Projects programme lays great store by the contribution adoption can make to finding permanent families for some children. The lucidly written overview report pulls out the main themes of the ten research studies, and of course of the adoption process: outcomes, predictors and risks; preparation; selection; contact; legal and court proceedings; support; and issues of organisation. It ends with messages for policy and management. These include: the need for accurate and relevant information (‘probably more inadequate in adoption than in any other field of child care’); the need for adoption to be better integrated into the mainstream of child care and into the planning for individual children and overall resource deployment; the need to recognise the particular demands that adoption makes upon professional experience and skill, with implications for training; the need for consistency (coherence, standardisation) in national and local policy agendas; the need to understand why unnecessary and counterproductive delays occur and what can be done to minimise them; the need to clarify the differences and similarities between adoption, long-term foster care and residence order status; and the need to address the legal and practice issues raised by inter-country adoption.

C Special Fields

Child and youth welfare

The child care field in the UK has been very well served in recent years by a series of reviews and compendia, that pull together all that is known from research. These have been invaluable guides to practice (even though completed research is sometimes limited and can itself only address some of the many practice issues that arise) and have also informed policy discussions. Three recent examples provide illustrations.


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As fostering has become the mainstay of support for ‘looked after’ children living away from home, so it has also become increasingly complex. The challenges for foster carers and for placing and supervising agencies have grown. This collection of papers from the journal Adoption and Fostering examines the factors that have contributed to these changes and discusses the major issues and concerns facing foster carers today. Chapters cover: the organisation of services; recruitment; assessment and training; short-term placements; meeting the needs of siblings; the importance of external relationships including maintaining contact; education; health and development; and placement endings. A short postscript summarises the trends of the 1990s and points to growing discussion of partnership with birth parents (‘laudable … [but] not easy to achieve’).


This earlier collection of research evidence on foster care also provides an excellent description of what is known, what is not known, and what the implications are for policy and practice.

Family services


The family consequences of severe and enduring mental illness of a family member are largely unresearched. In particular, little is known about the experiences of children in these families. This is the starting point for an interesting, well-written research-based book on the experiences and needs of children caring for parents with severe mental illness. The book discusses, the perspectives of those children, parents and professionals in contact with them, the literature in this area, and the implications for improving policy and professional practice. One of the main conclusions from the book is that effective intervention procedures that can prevent crises and allow children (and parents) choice, in undertaking informal care responsibilities, are rarely offered. Moreover, professionals all too often fail to provide sensitive, non-demeaning assistance. There are exceptions, such as some of the services and the support provided by young carers’ projects. The authors suggest mapping the young caring experience, particularly the caring role and the nature of illness/disability. This would promote enhanced inter-agency communication and information sharing.


This useful collection of essays covers early-years provision, community work with children, family therapy, treatment for children who have been sexually abused, and work with foster children and their families. Contributors come from a range of disciplines. The discussion covers approaches for individual children and for their families, including some focused on children’s lives at school, neighbourhood and community levels.


Based on research in one local authority (which is carefully profiled), this report describes the operation of child and family services, their successes and limitations. Information and insights from parents, children and practitioners are shared. They find that the child and family support service is ‘the only major source of therapeutic work available to families and most value it immensely’, even though it is hard to demonstrate success in terms of preventing out-of-home placements (which, anyway, is only one of a number of aims). Without a control group it is impossible to judge effectiveness. A ‘wider repertoire of interventions’ is needed to more closely match the needs of family and young people.

Frail elderly, nursing homes, long-term care


The National Service Framework (NSF) for Older People addresses health and social service objectives and standards for older people. It represents one of the most important strategic documents in recent years on services for this group. The NSF sets out eight standards, covering key conditions, including stroke, falls and mental health, as well as general hospital care and the promotion of health and active life in older age. The first two standards set the tone for the rest of the document, emphasising the importance of rooting out age discrimination and of person-centred care. The NSF contains targets for the rehabilitation of older people, under several of its eight standards. Perhaps the highest-profile service developments arising from its publication have been in the area of intermediate care. The document has also been a force for the promotion of partnership working between health and social services.


This paper examines data from a national longitudinal survey of people admitted to publicly-funded residential and nursing homes, in order to identify what factors are associated with placement in these settings. Netten and colleagues find that the incentives inherent in the current system work well to create a consistent local authority approach to nursing home placements, but that in terms of residential home placements there was ‘much more of a lottery’ about being admitted, or being maintained at home. The authors suggest that it remains to be seen whether a new policy emphasis on intermediate care can reduce long-term care admissions.


In its fourth edition since 1981, this book has become a commonly cited work on the personal social services, although it also addresses other policy areas (health, housing, employment, financial well being and so on). Information is provided on social care provided by social service departments, voluntary and community organisations and families. Research, policy and practice evidence, relating to older people, is pulled together, and changes resulting from the implementation of the NHS and Community Care Act are discussed, in this latest edition. An
important feature of the book is its emphasis on the social contribution of older people, including their roles in the family. The book provides a comprehensive, fully referenced and well-written overview. Thirty-seven 'documents' appended to the volume are extracts from key policy and practice literature.


The growth of home (domiciliary) care has been a prominent feature of recent years. Home care services have been targeted on people with greater needs (with the loss of the preventive function of these services). Another important feature has been increasing reliance on independent sector providers. This paper reviews changes in the independent home care sector, by analysing data from two cross-sectional sweeps of organisations. The challenging contractual environment for these providers is described, although there are moves over time towards greater levels of guaranteed service and more sophisticated patterns of contracting arrangements. There remains an ongoing need to share information between local authorities and independent providers, so that good working relationships can develop with proven and competent providers.

Health care related social services, convalescence and rehabilitation


Following extensive consultation, seven standards for mental health care were established, covering mental health promotion, primary care, access to services, effective services for severe mental illness (care programmes and appropriate use of in-patient care), caring about carers and preventing suicide. Health, social care, housing and other services for people with mental health problems are now delivered within this framework.


Four of the leading researchers in the UK on learning (intellectual) disability co-wrote this accessible and authoritative summary of current evidence concerning the lives of people with intellectual disabilities in the UK. In a slim volume, it succinctly covers terminology and classification, causes and epidemiology. More attention is paid to a number of today’s pressing challenges in the lives of people with intellectual disabilities, including legal and ideological issues, additional physical, social and health needs, and the extent, nature and costs of service supports.


These two papers describe current patterns of provision of supported accommodation for people with intellectual disabilities in the UK, including comparative data from North America and Australia. They highlight variation in the volume of provision across countries and within England. The papers illustrate the growing provider role of the independent sectors, mirroring developments in other service areas.


Nocon and Baldwin present information gleaned from the literature on the meaning of rehabilitation, its provision and availability, finding that health services accounted for most provision and that there were gaps in provision in certain parts of the country and for certain conditions. They advocate more recognition of the role that social care services play in providing rehabilitation.

Disability


This publication presents findings from the first national survey of the needs and circumstances of minority ethnic families caring for a child with severe disabilities. Almost 600 families took part in the survey, which was compared to an earlier survey of white families. It is clear that considerable inequality remains in access to social and health services. After a brief introduction the report describes the circumstances in which the families were living, followed by an interesting discussion of knowing and being understood. Equally interesting is analysis of parents’ experiences of using services. The report concludes with a summary of the implications for policy and practice.


Marks provides an up-to-date account of the major debates surrounding disability, emphasising the historical and cultural construction of disability. The chapters on the ‘disability professions’ and on public policy contain the most direct references to the personal social services, but the book as a whole has relevance for social work practice. There is a chapter on The Disabled People’s Movement, and the relationship between the Movement and professionals is of crucial importance. The book ends with a discussion of knowledge and the politics of disability.


The void referred to in the title to this book is one of uncertainty and inadequate support. It arises as increasing numbers of young people with a range of impairments and high levels of health and support needs survive into adulthood, while knowledge about the group in question is insufficient. This report reviews the present level of research knowledge and summarises information from six health and social services authorities as well as the views and experiences of sixteen young people with complex needs. One main aim is to identify key ques-
tions for those commissioning and providing services, in order to enable them to more effectively help young people make a successful transition to adulthood.


This book provides an accessible and thorough introduction to the field of disability studies. The authors furnish a clear overview of topics such as disability theory, as well as the perspectives on chronic illness and disability as portrayed in the medical sociology literature. The book then focuses on the ‘disabling barriers’ raised by the built and social environment in Britain. The authors discuss future directions for the study of disability, particularly the potential of taking an emancipatory approach to research.


The first edition of this book appeared in 1983. This edition incorporates substantial revisions taking into account legislative changes and the social development in the field of disability. The causes of impairment are contrasted with the social creation of disability. The book provides chapters on disability in the family and living with disability. It identifies some of the negative aspects of welfare policy, but also considers how social work can help remove disabling barriers. It also considers the implications of adopting anti-disablility practice in the education and training of social workers and the management of social service departments.

Homeless, poverty, social exclusion


This book, from the Centre for the Analysis of Social Exclusion at the London School of Economics, addresses three main questions: How can social exclusion be measured? What are its main determinants or influences? And what policies can reduce social exclusion? Although not focused on social care, the topics covered by the chapters are clearly of great relevance, including social isolation and the distribution of income, inter-generational dynamics, low paid work, neighbourhood and community issues, and child poverty.


This volume considers the definition, causes, processes and outcomes of social exclusion. It draws on a wide range of theories to illuminate and inform discussion of issues such as citizenship, empowerment, discrimination and poverty. It is not perhaps unreasonable to ask whether social welfare and social work exacerbate rather than reduce the exclusion of marginalised groups. Contributors to this volume are aware of this possibility, but the overall message of this publication is that social work has a significant role to play, in combating social exclusion. Social work mediates between advantage and disadvantage and between social integration and marginalisation. However, contributors are not entirely satisfied that social work is realising its full potential in this respect, nor do they claim social work alone can overcome structural disadvantages associated with a market economy.


This book differs from others with similar titles in that it has considerably more to say about the personal social services. Policy-making and implementation are analysed in three key areas: social security, personal social services and community care. An interesting feature of the book is the interplay between these three areas – the relationship between cash and care. The chapter dealing with the personal social services, entitled Managing Care, focuses on social services and social work with poor families and children. The chapter on community care considers the role of social services in relation to social exclusion. The whole analysis is set within the context of a discussion of the politics and ideology of poverty.


In this useful and accessible book the editors draw on research conducted at the Centre for Housing Policy at the University of York. The introductory chapter discusses various meanings of homelessness and the extent and distribution of homelessness. There is a good chapter on alternative theoretical perspectives. Among aspects of homelessness discussed in the book are homelessness and the law; the social distribution of homelessness; mortgage arrears and repossessions; health issues; the rehousing of single homeless people; the needs of homeless households; and the role of the private rented sector. The authors call for a more integrated approach and for more resources.


Homelessness among older people is a neglected subject, despite the significant proportion of the homeless who are older people. Crane addresses this gap, drawing on original research involving the collection and analysis of life histories of homeless older people, tracing their pathways into homelessness. Since many older people have been homeless since their teenage years or early adulthood, the research has relevance for homelessness occurring at various stages of the life cycle. Using case studies as illustrations, the author discusses the circumstances, problems and needs of older homeless people and examines how agencies respond. The author makes recommendations for improving services.

Immigrants and refugees


This is a brief review of the issues in the mental health care of refugees in light of recent legal and policy changes in the UK, and particularly the responses of local authorities. Watters reviews key mental health issues, for instance post traumatic stress disorder. He describes current concerns in mental health service development, in relation to the reception and detention of refugees and access to counselling. He also makes the point that refugees may be suffering distress and stress rather than clinical mental health disorders, and looks at therapeutic responses that might be appropriate for this group.
D Summary assessment of current debates

The books, chapters and journal articles described in this chapter provide a partial picture of the present state of personal social services evidence in the UK. Several trends identified within these writings will continue to occupy a central place in British social policy debates. These include the following:

- How are services and funding targeting on needs? There is great pressure from central government (in Westminster, Edinburgh, Cardiff and Belfast) to improve both the efficiency and equity of provision, and also the equity (and in a less explicit manner also the efficiency) of financing mechanisms.

- More generally, the ‘Modernisation agenda’ places great emphasis on performance measurement and management, and regulation. These emphases will continue to exert influence, with – for example – the extension of regulatory frameworks into new areas, more attention to the incentive effects (and unintended consequences) of particular regulatory processes and standards.

- Another facet of the modernisation agenda is protection. The Criminal Records Bureau has been established to protect children and vulnerable people by enabling organisations to gain access to important criminal and other information for recruitment and licensing purposes.

- Promoting independence has been an important social care objective for some time, given particular prominence in the 1990 Act and more recently in The NHS Plan. One key manifestation of this aim is the development of intermediate care, a loosely applied term to describe a range of services ‘to promote independence and improve quality of care for older people’. Support for older people is encouraged in community rather than institutional settings (hospitals or care homes), and the provision of reliable, high quality on-going support at home. Intermediate care was defined in terms which encompassed: rapid response services to prevent unnecessary hospital admissions; intensive rehabilitation services; recuperation facilities; ‘one stop’ services involving key workers for older people; and integrated home care following discharge from hospital.

- User involvement and choice is another long-term aim of social and health care policies across the UK. There has been some success in extending the range of options available to older people and other users, although whether effective choice has improved is less clear.

- The rhetoric on partnership has grown more intense, with the government backing its exhortations to integrate health and social services with both dedicated funding and detailed national service frameworks (as seen, for example, in the National Service Frameworks for Mental Health and for Older People). In some parts of the country, primary care trusts and local authorities are exploring joint commissioning arrangements.

- The debate on the funding of long term care in England culminated in the Long Term Care Commission’s recommendation that personal and nursing care should be provided free to those who need it. As noted earlier, this recommendation was taken up in Scotland but not in England or Wales. The affordability of long-term care remains an important issue for any country facing an ageing population. It also remains to be seen how effective are the contrasting policies north and south of the Scottish border, in terms of improving access to care, equity, efficiency and the quality of life of older people.

- How should the mixed economy of care continue to develop? All care services have seen quite marked changes in the sectoral balance of provision. The trend for public sector services to give way to independent sector provision is set to continue, with some local authorities still aiming to commission but not directly provide care.

- A major shake-up is expected in children’s services (in England at least) following the public inquiry report into the abuse and murder of eight-year-old Victoria Climbié. The 400-page Laming report – which identified administrative, managerial and professional failures by social workers, police and NHS staff – has attracted criticism for not going far enough. It recommended establishment of a national agency for children and families to co-ordinate policy and monitor the performance of local children’s services. The government’s response to the report’s recommendations is awaited.

- Other developments likely to characterise the next few years, and not covered very much at all in this bibliography, include the growth of assertive outreach teams for mental health services (drawing on social care as well as NHS staff); and youth offending teams, involving partnerships between police, probation service, social services, education, health and housing.
The European Union
by Helmut K. Anheier and Siobhan Daly
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A Background and Synopsis

Even though social services as a field of EU competence and responsibility, are not yet as deeply embedded in policy as others, such as agriculture, banking or labour markets, certain European organisations, in particular the Council of Europe, have for years played an active role in preparing the ground for greater coordination between Europe’s diverse and complex social service and social security systems. Indeed, until about a decade ago, and in accordance with the Treaty of Rome, the EU had only limited competence in social affairs. Social services and the policy approaches and models around them were largely a matter of Member States and national concerns. This however has changed since then, in many significant ways (see Observatory, 2001; 2002a), and for four major reasons. These are as follows.

1. The first is the Amsterdam Treaty, followed by the Treaty of Nice, which expanded EU competencies and established the European Commission as a policy actor in new fields. Even though the Commission had no central role in social policy until then, Article 137 of the Amsterdam Treaty significantly changed this. It began to allocate competency to the EU in social services and related fields, whilst reducing the number of fields explicitly exempted from EU policymaking. The role of the Commission was further strengthened at Laeken in December 2001, when social services, as part of a larger debate about social security, were more fully integrated into the Commission’s monitoring and reporting systems (Com, 2001 598/5).

2. Next to direct measures, other EU activities can have significant consequences for social policy in general, and social service systems in particular. This is the case whenever the EU becomes active in policy fields that are linked to social services in the broadest sense. EU competition and deregulation policies, for example in the insurance industry, health care, professional and labour market mobility among others and may have repercussions in relation to financing social services changing the cost and revenue situation of provider organisations.

However, there is also evidence of what Scharpf (1994) termed a general deficit in EU policy making, whereby EU competences in policy making and implementation, have not progressed at the same rate as Member State capacity has been reduced. This leads to disequilibrium in legal competence, knowledge and expertise in social policy fields, which may, in turn have unintended and possibly negative consequences. Moreover, reflecting the influence of EU activity on social policy, the provision for the freedom of movement of individuals, goods, services and capital, has created demand for cross border provision of social services.

3. Article 14 of the European Social Charter, and similar initiatives by the European Committee for Social Cohesion of the Council of Europe (e.g., Strategy for Social Cohesion; CDCS 2000-43) establishes a legal right to social services:

“The right to benefit from social welfare services. With a view to ensuring the effective exercise of the right to benefit from social welfare services, the Parties undertake:

a. to promote or provide services which, by using methods of work, would contribute to the welfare and development of both individuals and groups in the community, and to their adjustment to the social environment,

b. to encourage the participation of individuals and voluntary or other organisations to the establishment and maintenance of such services.”

While Article 14 of the European Social Charter establishes a legal right, it neither addresses the critical questions of enforcement, nor issues such as funding, the relationship between contributory and non-contributory entitlements, accountability, and provision.

4. Finally, cross-border trade in social services, while still small in comparison with other fields such as health or education, has gained some momentum in recent years (Observatory, 2002b). In particular, underlining the influence of the European Court of Justice in this matter, given recent decisions such as Kohll (C-158/96), Decker (C-120/95) and Regione Lombardia (C-70/95), it is likely that social security and social service systems of Member States will become more open. These landmark decisions have raised fundamental questions about competition between social service systems and the technical, administrative and financial pressures which the opening up of social services across the EU are likely to create. In addition, the greater mobility of employers, employees, professionals and retirees, will translate into growing demand for cross-border provision of social services in the future.

In essence, having expanded its formal policy-making competence, the EU, and specifically the Social Protection Committee, is looking into policies that will address crucial challenges that are likely to emerge over the next few years. Prominent among them are not only the immense array of technical and administrate problems when it comes to eligibility, accountability, and financial coverage of what kind of services for what type of user, but also social problems such as social dumping, free riding, social exclusion.

The latter aspects may well become more critical through the EU’s expansion to include new Member States from Central and Eastern Europe and the Mediterranean, where national social service systems are financially weak and less developed in terms of scale and scope. Indeed, the social service systems in Central and Eastern Europe in particular, have gone through massive re-organisation since the early 1990s, often in highly volatile and resource-poor policy environments. Whilst this re-organisation is still incomplete and remains unconsolidated across most countries of the regions, especially at local levels, given the severe under-supply
of service provision and the profound demands of the *acquis communautaire* there are new and challenging demands on policymakers. The challenge will be to develop social service delivery and finance systems that are sustainable at the national level, and in accordance with EU requirements.

**Synopsis**

The expansion of the competences of the European Union (EU) in social affairs, following the Treaties of Maastricht (1992) and Amsterdam (1997), followed by the conferences of Nice and Laeken, gave substance to the role of the EU in the development of social policy. Within these frameworks, social security, health care and social services are organised in accordance with the principle of subsidiarity. This means that whilst Member States retain a high level of policy-making ability as possible, the EU has the necessary legal and political competence. In particular, the Lisbon Summit of the European Union, held in March 2000, reiterated the importance of the goals of economic and social cohesion. In order to achieve these goals, it set out the ‘open method of coordination’ as a means of encouraging convergence, best practice and mutual learning, among Member States.

Overall, the beginning of the process of the Europeanisation of social services and social security systems is evident. Article 137 of the Amsterdam Treaty allocated competency to the EU in major fields and reduced the range of fields from which EU policy competence was exempted. Perhaps as a measure of increased EU involvement in social policy, EU-sourced publications reveal a substantial amount of research and guidelines on the reform and modernisation of social protection systems, and more specifically, on combating problems such as unemployment and social exclusion.

The development of European social policy poses a major challenge for Member States of the European Union, one that is assuming increased importance with the pending enlargement process. Whilst recent research conducted by the European Union suggests that Member States are working in tandem to address the legal, administrative and financial challenges, academic commentary also identifies areas in need of further investigation and outstanding problems that will need to be addressed.

**B Annotated Bibliography**

1. **Comprehensive Works, overview volumes, classics on social services and the welfare system**


   This edited volume is a leading text on comparative social policy research with an emphasis on European countries. The book includes a basic section on methodology and different approaches to comparative study of social welfare, and covers a broad range of critical policy fields. Among the contributions are John Dolving on housing policy, Linda Hantrais on family policy, John Ditch on social assistance, Susan Tester on long-term care, and Jane Lewis on lone motherhood.


   This edited volume is based on work conducted at the Open University and updates an earlier version of the book from 1991. The essays cover four European countries (Britain, Ireland, Germany and Sweden), in addition to the United States, and address changes in social welfare systems over the last decade, with a special emphasis on comparative aspects. The chapter on “Looking for a European Welfare State” is noteworthy, as it challenges the approaches based on the nation state, that continue to dominate the field of social welfare research. Instead, they argue for a multi-tiered and multi-layered governance of Europe’s welfare systems, that are increasingly interacting with each other.


   Broadly focused on giving greater recognition to the role of foundations and voluntary organisations in Europe, with a view to looking at ways of helping these organisations to play a substantive role in the European Union, this document is significant. It not only acknowledges the role of non-profit organisations in the provision of social services in Europe but also the challenges they have often faced in pursuing this role. Amongst the recommendations made by this Communication, the document underlines the need for governments to involve voluntary organisations more in planning services and policy making. The 1997 Communication was the first high-level recognition of the voluntary sector by the EU.


   This book provides a comprehensive exploration of the development of EU social policy and its impact on the social policies of Member States. Geyer argues that existing theories (the intergovernmentalists on the one hand, and the functionalists and neo-functionalists, on the other) fail to provide a satisfactory explanation about the development of EU social policy. Moreover, debates about the positive or negative impact of EU social policy and the nature of the relationship between EU and national social policies are ill-informed. The book aims to address these gaps in the literature and to demonstrate that the emergence of a new European welfare state is situated at the national level, with a role for the EU in facilitating co-operation and co-ordination among social policy actors. In the opening chapters, Geyer maps the development of EU social policy. The focus then turns to specific areas of EU social policy: labour policy; gender policy; EU Structural Funds; anti-poverty/social inclusion; anti-race discrimination against racism; public health; and policy in relation to social groups such as the elderly, people with disabilities and the young. The closing chapter considers the dynamics of EU social policy at the beginning of the twenty-first century and the challenges that EU social policy and research in this area may face in the future.


   Published in the wake of the Maastricht Treaty (1992), this book is of particular interest as it represents a significant preliminary attempt to examine and understand the dynamics of European social policy, within the multi-tiered system of
governance of the European Union. To this end, it explores the types of difficulties and obstacles multi-tiered decision-making processes are likely to have (and indeed have had), on the development of various aspects of social policy. Comparative evidence to support claims about the incorporation of social policy into multi-tiered systems is drawn from the analysis of the Canadian and American federal systems. The final part of the book draws on empirical and comparative evidence from the preceding sections which underline the growing influence of the EU over social policy. It also considers the implications of fragmented and unco-ordinated social policy-making in the European Union.

2. Supply and Demand


Within a broad comparative framework, this report examines policy developments in EU Member States’ social protection systems, via the analysis of patterns in expenditure on social protection, throughout the 1990s. The report also focuses on developments and reforms in social protection policies, implemented since 1999, across Member States. Overall, it suggests that the commitment of Member States to a high level of social protection and increased social cohesion is evident throughout the 1990s. The report was adopted by the Social Protection Committee, established by the European Council in December 2000.


Leibfried and Pierson challenge assumptions that the EU has had limited involvement in social policy. They argue that the process of economic integration has led to “spill-overs” onto the social policy domain. The most significant EU initiatives, such as gender policy, are much more visible in decisions taken by the European Commission and the Council, as well as the European Court of Justice (ECJ). In other words, they are more evident in the multi-tiered EU system of governance than in the dramatic debates of the high politics arena. They also discuss how market integration, particularly in relation to the free movement of labour and the provision of services has limited the sovereignty of national welfare states. The effect of ECJ decisions on the demand and supply of social services and benefits across European states is given particular attention.

3. Definition, forms and types of social services


Although EU Member States retain significant autonomy over pension reform, the authors argue that a number of factors, such as changes to the European demographic landscape, the process of economic integration and the political dynamics of the EU institutional structure, have led to the EU assuming a more prominent agenda-setting role in pension reform. In pursuing this role, the paper suggests that the EU is motivated primarily by the need to strengthen European Monetary Union, as opposed to the traditional articulation of pension policy by national governments, in aiding the poor and maintaining social and economic stability.


The main objective of this work is to analyse the relationship between the development of social policy at the level of the European Union, and the articulation and performance of social policy at the national level. In this way, it is possible to gauge the impact of European Union social policies on Member States and to explicate how countries differ, in terms of how they deal with social policy issues. Of particular interest, Hantrais analyses and compares family policies (Chapter 5), policies for older people and people with disabilities (Chapter 7), and policies in relation to social exclusion (Chapter 8). This book is user friendly and each chapter concludes with a list of references about the legislation and relevant official publications.


This chapter is a useful source of general information and terminology, as it provides an overview of different systems of social protection, and identifies trends and differences in the provision of social security and social assistance. It discusses the types of distinctions that can be made between sub-systems of social protection systems in Europe and the scope of social security schemes. There is also a brief comparison of minimum income schemes and social assistance schemes that have been put in place in EU Member States.

4. Organisational aspects, forms, ownership and auspices of provider


This book examines and assesses the performance of local partnership-based initiatives, in addressing unemployment, poverty and social exclusion, across EU Member States. Of particular interest, is the development of local partnership as a favoured EU policy tool as an alternative to traditional means of government intervention. The six country chapters (the Nordic states, France, Germany, Ireland, Portugal, Spain and the United Kingdom) reveal varying levels of success with this new form of local governance. This leads the authors to conclude that partnership contributes to the reformulation and reconsideration, but not the resolution of social policy issues in the European Union.


The voluntary sector or third sector has recently emerged as a recognised actor in the EU policy process. Yet at the same time, as the article suggests, most
of the initiatives associated with it have been hesitant and not as successful as hoped. The authors attempt to explore and analyse this situation by looking at the European Association Statute, Declaration 23 attached to the Maastricht Treaty, the 1997 Communication by the European Commission, and the sector’s involvement in the Structural Funds, among others.


This volume includes contributions from several EU countries and examines changes in welfare financing and provision, with particular emphasis on the mixed economy of care, contracting, quasi-markets, public-private partnerships and marketisation. Countries and regions covered include Scandinavia, Italy, France, Germany, the United Kingdom, and Spain. The book concludes with a very useful summary of current policy trends.

5. Financing


The financing of social security is presented as an issue of economic salience, given that it constitutes a large proportion of European GDP, and of political salience, given that concerns have been raised about the impact of demographic patterns on social protection systems. The introduction to the bulletin succinctly outlines the arrangements for financing social security systems in each of the EU Member States. It identifies the principal trends in the financing of social security and discusses the types of measures undertaken by governments to reduce or maintain rates of contribution, particularly in countries where this is the main means of financing. This paper is supplemented by a report from each Member State on the financing of their social security systems.


This article focuses on the Targeted Socio-Economic Research (TSER) of the European Commission’s Fourth Framework Programme (1994-98). It examines the relationship between European Commission policy and the goals and implications of social research, specifically in relation to social exclusion and unemployment. Through analysis of three calls for proposals under the Fourth Framework Programme, the author demonstrates how the European Commission has shaped and developed its relationship with the epistemic community of social researchers in four ways. (1) The Commission has targeted research on prioritised themes. (2) Drawing on research findings, the Commission is able to uphold its ‘independent’ policy-making stance and to justify policy decisions. (3) The involvement of the epistemic community in the selection of proposals and the articulation of research themes has had an effect on the development of research policy and gives legitimacy to projects that are funded. (4) In the various calls for proposals the Commission has encouraged the formation of a multidisciplinary community via its emphasis on transverse themes.

6. Staff and Volunteers


In spite of the expectation that social NGOs would assume a prominent role in the promotion of EU social policy, Geyer argues that the profile of these organisations has been ineffectual at the EU level. The article considers why EU social NGOs should co-operate with each other, and also outlines the types of obstacles that prevent such co-operation. It also focuses on the 1998 NGO funding crisis, the Red Card protest, and the ensuing promotion of civil dialogue as a means of examining the benefits and obstacles to purposeful co-operation among NGOs. This analysis leads the author to conclude that the ineffectiveness of NGOs, can be attributed to the weakness of EU social policy, and the complicated nature of the structures within which social NGOs operate.

7. Clients, users and consumer issues, profiles


The focus of this bulletin is on the range of reforms made to the social security systems of European countries in 2001. It profiles the role of the European Union in this area, focusing specifically on the fields within which it operates: labour market reform; pensions; poverty and social exclusion; and health. It also considers how the free movement of individuals, goods, services and capital has affected the legislation of Member States. Kessler’s introduction to the bulletin discusses common trends in and issues that have dominated social security system reform across Member States, notably in relation to retirement pensions, invalidity pensions, unemployment benefit and the financing of social security systems. The types of reforms that have been implemented in different countries are considered briefly. Thus, it provides an insight into the types of changes likely to affect beneficiaries in the EU countries. This comparative analysis is supplemented by reports from each of the EU Member States and the EFTA countries.

8. Efficiency, effectiveness and equity of social services provision and financing


This report, prepared for the European Committee for Social Cohesion of the Council of Europe focuses on the impact of social protection systems on poverty and social exclusion. Comparative evidence is drawn from eight countries: Belgium, Bulgaria, the Czech Republic, Finland, France, Ireland, Latvia and Malta. In these cases the report examines the level and scope of poverty and government policy responses to tackling poverty and social exclusion. The provision of social benefits to address these problems and the effectiveness of the systems in operation are also considered.
In conclusion, the paper argues that the practical implications of OMC for governance, relation to social protection, poverty and social exclusion are assessed in detail. The authors argue that the development of social policy, gender equality, alcohol policy and drug policy. In conclusion, the article suggests that membership of the EU has played a role in the demise of the Swedish welfare state.


In this chapter, Mangen evaluates social security policy as it has developed in the European Union since the 1980s. He focuses in particular on assessing the impact of initiatives undertaken at the EU level, such as the European Commission’s 1993 Social Policy Green Paper, the subsequent 1994 White Paper, and the Medium Term Social Action Programme 1995-97. This work explains changes and trends that are visible in social security policy throughout this period and considers the policy challenges facing the EU both in general and also in specific areas, such as unemployment and poverty, in the mid-1990s.

9. Patterns of relations among providers, including partnership


Against a background of brief discussions about the European Union’s commitment to encouraging the convergence of social protection goals and policies, this article examines whether economic integration has contributed to the convergence or divergence of social protection systems, in EU Member States. The bulk of the paper draws upon comparative empirical statistical evidence (social security expenditure as a percentage of GDP and replacement rates for unemployment benefits). It shows that although a significant trend of relative convergence of social benefit systems can be identified across Member States, there are insufficient grounds to attribute this finding wholly to economic integration.


The assumptions, procedures and implications of the EU’s open method of co-ordination (OMC), established in 2000, as a way of achieving economic and social cohesion, form the focus of this article. The authors argue that the development of social benchmarking and the OMC cannot be wholly based on influential predecessors, notably economic and monetary union. Co-ordination efforts in relation to social protection, poverty and social exclusion are assessed in detail. In conclusion, the paper argues that the practical implications of OMC for governance at the national and European levels are likely to differ, depending on how it is implemented. The theoretical implications for the broader academic literature are also discussed.

10. Innovation and Change


Building on the process of reflection about social protection systems, evident in the work of the European Council and the Commission throughout the 1990s, two main objectives underpin this document. First, the need for EU Member States to modernise social protection systems in response to the macro-economic requirements for stability and growth in the context of Economic and Monetary Union, are discussed. These include the recommendations of the European Employment Strategy and the challenges posed by the enlargement of the European Union. Second, it sets out a strategy for further co-operation among Member States, which is based on the following four key objectives. (1) Making work pay and providing a secure income. (2) Making pensions secure and pension systems sustainable. (3) Promoting social inclusion; and (4) Ensuring quality and sustainable health care.

11. Bureaucratization, commercialization problems


The aim of this article is to explicate the function of methods for financing social security benefits under EC Coordination Regulation 1408/71. It discusses the difficulties involved in distinguishing between contributions that come under the scope of the regulation and those that do not. Similarly, it underlines the discrepancies that arise in relation to the payment of contributions and the entitlement to benefits, for example, in relation to individuals from one Member State working or residing in another. Having outlined some ways in which the issues raised in the article could be addressed, the author seeks to encourage further debate about the financing of social security.

12. Comparative, cross-national issues


This chapter argues that economic and monetary union (EMU), the single market and globalization have neither severely curtailed the autonomy of Member States nor led to the ‘end of the welfare state’, as suggested in some literature. Rather, national governments have undertaken initiatives and reforms in wage-bargaining and the labour market, social protection systems and budgetary policy, in order to develop co-ordination in economic and social policy, at the EU level.
However, the sum effect of these developments has been to expose cross-nati-
onal variations in the ability of European States to make the necessary changes.
Thus, the ‘sustainability’ of national welfare systems in response to both internal
pressures and external constraints emerges as the principal challenge confront-
ing European countries and the European Union. The latter has a key role to play
in further developing a pan-European strategy, for the coordination of welfare
systems, in order to address this problem.

13. Current Trends and policy issues

Security Systems and the Accession of Central and Eastern European Countries

Based on a report presented to the EC PHARE CONSSENSUS Conference in Riga,
September 1998, this article examines legal, administrative and financial
problems accession countries face in adapting their social security systems to the
standards of EU admission criteria and social legislation. In particular, it focuses
on non-contributory benefits, sickness benefits, benefits for invalidity and old age
(pensions), unemployment benefits and family benefits. The authors conclude by
calling for the further discussion of the issues raised and briefly sketch how these
problems can be addressed.

Rys, Vladimir. 2001. “Transition countries of central Europe entering the Euro-
pean Union: Some social protection issues”. *International Social Security Review*
54 (2/3), pp. 177-189.

This article considers some social security policy options available to central
European candidates for membership of the EU, but also warns of the ‘incite-
ment’ to social dumping the accession countries face, from external actors and
the private sector. The central focus of the article underlines the importance of
maintaining a stable equilibrium, in relation to economic and social development,
a key requirement for successful application for EU membership. However, given
the overwhelming emphasis placed on economic features of social protection, the
author finds existing EU policy deficient in facilitating this goal since less attention
has been paid to the articulation of common social goals.

ing Group XI on Social Europe to Members of the European Convention. CONV
516/03 Brussels, 30 January 2003.

This report represents the main contribution of ‘Social Europe’ to the Conve-
nention on the Future of Europe. The recommendations are worth noting given the
influence they will have on the future development of European social policy. Of
particular interest, the Working Group suggests that Article 3 of the Constitutional
Treaty should incorporate the promotion of high quality social services, and a high
level of social protection. Overall, the group agrees that the present competences
of the European Union should not be altered, but it also underlines the need for the
clarification and expansion of the role of the EU, in relation to for instance issues
likely to have a cross-border impact and/or the operation of the single market. It
also gives its support to the open method of co-ordination and calls for increased
recognition of the role of social partners in the Constitutional Treaty and of civil
society, in specific policy domains.

C Special Fields

Child and Youth Welfare

International Child Development Centre.

This paper poses the question of whether the welfare of children is converging
in the Member States of the European Union. Addressing this question is believed
to be fundamental to the attainment of the goal of economic and social cohe-
sion, set out in the Maastricht Treaty. The authors consider the methodological
difficulties encountered in measuring child welfare and convergence across EU
Member States. Subsequent comparative analysis of the well-being of children;
their economic well-being, mortality, education, teenage fertility and life satisfac-
tion reveals mixed patterns of convergence and points to areas in need of further
research.

*Children in society: Contemporary theory, policy and practice*. Basingstoke: Palgrave in
association with the Open University.

Ruxton outlines the limited nature of EU activity in the development of a
policy for children and argues that, overall, children are awarded low political
priority. She considers what a children’s policy should contain and underlines the
potential relevance of such a policy to the European Union. The likelihood of legal
and policy-related developments being made and the potential advantages of a
children’s policy are also discussed.

Homeless, the poor, poverty

Fernández de la Hoz, Paloma. 2001. *Families and Social Exclusion in the Euro-
commissioned by the European Observatory on the Social Situation, Demography
and Family. Vienna: Österreichisches Institut für Familienforschung [Austrian In-
stitute for Family Studies].

This report is a survey of the focus and goals of research that have been con-
ducted, in relation to social exclusion of families, in EU Member States. The author
reviews methodological problems in the literature surrounding, for example, the
absence of a consensus about the meaning of ‘social exclusion’ in Member States.
Recognising the importance that the EU attaches to co-operation between NGOs,
in addressing issues of social exclusion, the reports contains an annex, which ex-
a mines the issue from the NGO perspective. It also includes a short bibliography
of the literature produced by NGOs.

Family Services

European Commission, Directorate General for Employment and Social Affairs.
Social Protection in the EU Member States and the EEA (MISSOC) Info 01/2002*. 

Info 01/2002.
In the absence of a ‘common family policy’, this bulletin underscores the importance that the European Union has attached to family policy, in the legislative initiatives it has undertaken, in areas such as social protection. It sketches out comparisons that can be drawn in relation to family benefits in the EU. Overall, the bulletin is a valuable source of information on the provision family-related benefits across the EU Member States.

**Disability**


As the introduction to a special issue of this journal, the authors situate the analysis of disability policies in six Western European countries, in the context of three common challenges that this policy domain has faced in recent years. (1) The tightening up of expenditure on disability benefit schemes by national governments. (2) Criticisms of public policy definitions of disability (3) Increased activity of organisations representing people with disabilities. Drawing on country analyses, the authors consider the trend to label policies as having failed, when the real issue is that they have been poorly implemented. They argue that the comparative findings also indicate divergent patterns in relation to disability policies. In conclusion, they suggest that the EU has not played a very prominent role in this policy area thus far, but note that trends towards convergence would be enhanced by the EU giving more priority to people with disabilities in future.

**Unemployed**


This report reviews the employment situation in EU Member States. It also assesses the extent to which Member States have complied with Employment Guidelines set out by the Council for 2001. Although Member States have placed considerable effort on improving the quality of their National Action Plans, the report finds that the 2001 guidelines have not been incorporated fully into national employment plans, and identifies specific areas for improvement. General analysis is complemented by country-by-country reports.


This chapter identifies three types of employment policy regimes across EU Member States (active, intermediate and passive). It explores how different types of employment policies and regimes affect the success of governments in dealing with social exclusion. The authors present a positive evaluation of the European Employment Strategy and underline how it facilitates policy learning and transfer between EU Member States. Given the established link between ambitious and efficient (or, active) employment policy regimes and lower levels of labour market exclusion, this could ultimately reduce social exclusion.

**D Summary assessment of current debates in the field**

The impact of European social policy and, indeed of economic and monetary integration on the social policies of EU Member States constitutes the general focus of debates in the field. Although Member States retain significant autonomy over their social policies, the consequences of increased EU competences for the functioning of national welfare states is a topical point for discussion. However, Rhodes (2002) argues that there has been a definitive trend away from the assessment of the negative and positive effects of the EMU towards a greater appreciation of the benefits of co-operation and co-ordination at the EU level.

Thus, the policy-making process is a particular focus for debate. The opportunities and constraints created by procedures such as the open method of co-ordination is of particular salience, as they affect the impact of efforts in terms of co-operation in specific policy areas. Similarly, the identification of patterns of convergence and divergence, in social protection systems, is pertinent to the assessment of the effects of the EU on policies and systems of its Member States. It is also relevant to the evaluation of the types of policy lessons and transfers that occur between countries. The literature reveals certain discrepancies in relation to the policy areas the EU has chosen to concentrate its efforts on. Although pension reform and combating unemployment and social exclusion have received substantial attention, there is disagreement as to the extent and significance of EU initiatives, in relation to people with disabilities and the family. This suggests that the emphasis placed, by the Social Europe Working Group of the European Convention, on allocating a role to civil society organisations in specific policy areas, should have particular resonance, as they may help to alleviate the responsibility of the EU, in certain areas.

Overall, enlargement clearly poses a major challenge for European social policy in the near future. Although the EU has invested substantial resources in the evaluation and development of the social protection systems of EU candidate countries,
the process of adaptation continues to face fundamental legal, administrative and financial problems, that may affect states’ applications for EU membership. The economic, social and legal implications of EU enlargement for the field pose a provocative agenda for analysts and policy-makers alike.

**The Challenge of Sustainability**

While the challenge of sustainability is greatest for the accession countries of Central and Eastern Europe, the social services systems in all Member States, to varying degrees, also confront this challenge. Here, the basic question for the future is how to sustain and improve the high level of social development that has been achieved. The task ahead implies first and foremost an understanding of the forces that shape the demand for and supply of social services. Some of these forces are clear, while others are more subtle, yet the true problem lies in the complex ways in which they interact over time, to affect the sustainability of social service systems. Among these forces are:

- demographic changes, and changes in family structures with subsequent pressures on the social security system generally;
- value changes that challenge the traditional breadwinner model, and place far more emphasis on the need for dual income families, and greater participation by women in the labour market;
- greater mobility of the population generally, and some occupational groups specifically, which creates entitlements to services across national boundaries;
- increased cross-border trade in social services, which threatens the viability of national models of service finance and delivery;
- a greater marketisation of some types of social services, which increases the presence of for-profit corporations and challenges the role of traditional providers; and
- political change in domestic policies of Member States that welcome and even encourage institutional changes to established social service models.

Of course, one could mention other reasons but the essential point is that at a time when demand for social services is higher than it has ever been, existing models, largely rooted in industrial society, can no longer be taken for granted. Changes in demand for social services are taking place at a time when supply models are also undergoing change, and when their financing is both under strain and being questioned. Thus, the sustainability of social services can not be seen as an isolated policy concern; rather, it is closely tied to developments in other fields.

Yet across Europe, and irrespective of different starting points, changes affecting social services are massive and at best unfold in a political environment of ‘mixed messages’. It is perhaps only a slight overstatement to diagnose a cacophony of new and old thinking in the field of social service policy in Europe. Some of these discordant voices were heard at a conference organised by the Observatory for the Development of Social Services in Europe (2002a), and three basic markers best describe their range.

- The pro market approach that encourages the establishment of quasi-markets in social service delivery through competitive bidding and contracting schemes, with limited direct government provision and individual entitlements.
- The social democratic model with an emphasis on direct and comprehensive state provision funded by taxation, combined with an encouragement of direct user involvement and self-help initiatives.
- The subsidiarity model that combines state financing with private, typically though not exclusively, non-profit provision, and affords much autonomy to provider organisations, whereas user involvement, in the past, was seen as less relevant.

All three markers are no longer the ideological beacons they once were, and particularly both the pro market model and the subsidiarity model are in flux. For example, although the current Labour government in the United Kingdom generally pursues a pro-market policy in social service provision, at the same time it acknowledges the importance and role of the voluntary sector. In Germany, the introduction of long-term care insurance in 1995, for example, brought with it a substantial growth in the number of for-profit providers in a field that had traditionally been populated by charities and similar organisations. Yet all three basic models imply different notions of the broader civil society around them, and the role that the state, the nonprofit or voluntary sector, for-profit corporations, and users play in social service systems (Anheier, 2001).

**References:**


The European Union Online: Sources of Information and Publications

1. Directorate General (DG) for Employment and Social Affairs, European Commission:

http://europa.eu.int/comm/employment_social/index_en.htm

This website is a valuable source of information on EU activities, data, conferences and publications in the field of social policy. Publications by the European Commission can be accessed via:


This website contains links to a chronological list of recent publications by the DG for Employment and Social Affairs, information on contacting and visiting the Documentation centre, and an on-line publications catalogue.

Publications and databases/data sources in relation to the following themes can be located at the sites outlined:

Social Protection

- Ageing Policy

- Disability Issues

- Social Inclusion

- Civil Society
http://europa.eu.int/employment_social/fundamental_rights/civil/civsoc_en.htm

- Social Policy Agenda
http://www.europa.eu.int/comm/employment_social/social_policy_agenda/social_pol_ag_en.htm

- Coordination of Social Security Schemes
http://europa.eu.int/comm/employment_social/soc-prot/schemes/webpages_en.htm

- Social Security WebPages: EU Member States
http://europa.ue.int/comm/employment_social/soc-prot/schemes/webpages_en.htm

2. Mutual Information System on Social Protection in the EU Member States and the European Economic Area (EEA)

http://europa.eu.int/comm/employment_social/missoc/index_en.htm

This website provides on-line access to comparative tables, charts and descriptions on social protection in the EU Member States and in the Central and Eastern European countries. The bulletin of the information system on social protection in the EU (MISSOC-Info) can also be accessed from this website.

3. European Observatory on the Social Situation, Demography and Family

http://europa.eu.int/comm/employment_social/eoss/index_en.html

Information on the establishment, activities and research of the Observatory, which is currently coordinated by the Austrian Institute for Family Studies (ÖIF) in Vienna is provided on this website. Links are also given to on-line access to publications by the Observatory, including the monthly newsletter which focuses on themes of current research. Details of the seminars organised by the Observatory, in addition to their monitoring and project activities are also provided on the website.

4. European Observatory on Health Care Systems

http://www.euro.who.int/observatory

This website provides a range of information on European health care systems and contains links to the publications of the observatory, which include books, policy briefings, articles published by staff and on-line access to the Observatory magazine ‘EUROHEALTH’ (from 1999 onwards) and Health Systems in Transition Profiles (HiTs).

5. European Employment Observatory

http://www.ecotec.com/eeo/src/intro_en.htm

This website contains information on the research focus and activities of the European Employment Observatory, which is composed of two networks since 1996; MISEP (Mutual Information System on Employment Policies) and SYSDEM (System of Documentation, Evaluation and Monitoring of Employment Policies).

6. European Parliament: Committee on Employment and Social Affairs

http://www.europarl.eu.int/committees/empl_home.htm

The main responsibilities of this Committee pertain to employment policy (Title VIII of the EC Treaty) and social policy (Articles 136-145 of the EC Treaty, exempting Article 141). In addition to outlining the areas in which the Committee has responsibility, the website lists the reports adopted 1999-2004 and 1994-1999 and contains links to documents on conferences and meetings organised by the Committee.


http://ue.eu.int/newsroom/loadbook.asp?BID=79&LANG=1

This website contains links to meeting reports on employment and social policy, health and social affairs.
8. Economic and Social Committee

[http://www.esc.eu.int](http://www.esc.eu.int)
The website of the Economic and Social Committee contains links to Opinions of the Committee for Employment and Social Affairs, whose remit includes areas such as social protection, family and youth and NGOs and the non-market sector. Publications by the Economic and Social Committee are also available online.

9. European Convention

[http://european-convention.eu.int](http://european-convention.eu.int)
The draft Constitutional Treaty, the proceedings of the convention and documents of the convention, including the reports of the Working Groups (such as Working Group XI on Social Europe) can be accessed on this website.

10. The Council of Europe

The Council is an intergovernmental organisation which aims to protect human rights, pluralist democracy and the rule of law; to promote awareness and encourage the development of Europe's cultural identity and diversity; to seek solutions to problems facing European society (discrimination against minorities, xenophobia, intolerance, environmental protection, human cloning, Aids, drugs, organised crime, etc.); to help consolidate democratic stability in Europe by backing political, legislative and constitutional reform. The Council has a number of programmes and activities relating to social services:

[http://www.coe.int/T/E///Social_cohesion/Activities_for_Social_Cohesion/](http://www.coe.int/T/E///Social_cohesion/Activities_for_Social_Cohesion/)
[http://www.coe.int/T/E/social_cohesion/activities_for_social_cohesion/Activities/](http://www.coe.int/T/E/social_cohesion/activities_for_social_cohesion/Activities/)
[http://www.coe.int/T/E/Social_Cohesion/Migration/](http://www.coe.int/T/E/Social_Cohesion/Migration/)
[http://www.coe.int/T/E/Communication%5Fand%5FResearch/Press%5FTheme%5Ffiles/Disabled%5Fpeople](http://www.coe.int/T/E/Communication%5Fand%5FResearch/Press%5FTheme%5Ffiles/Disabled%5Fpeople)

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Social Services in Europe: Current Debates and Policy Issues

by Sarabajaya Kumar, Helmut Anheier and Lisa Alfredson
London School of Economics and Political Science

Social policies and social service delivery and finance systems in the European Union and in accession countries are undergoing far-reaching changes and facing major challenges – triggered by demographic, social and economic trends. Unfortunately, cross-national understanding of social services in Europe, and the policy implications they entail, remains very incomplete. The efforts of social scientists in the field of comparative social policy are continuously frustrated by the lack of systematic and comparative information on social services. While comparative research on social services in various European countries has a long tradition, systematic cross-national research in this field remains all too rare.

Against this background, the annotated bibliography presented in this volume serves as a further step toward greater understanding of Europe’s social service systems. The chapters in the book offer succinct summaries of some of the core works in the field on a country-by-country basis both for member states and accession countries, covering a range of social service fields and topics. What are some of the issues and implications that can be drawn from the various country chapters? Are there common themes that can be identified, and what do the chapters imply for the need to develop a comparative information system? We will turn to these questions in the concluding chapter of this book.

Definitions and types of social service systems

Taken together, the synopses of social service systems covered, paint a picture of the changing landscape of social service systems and some of their dominant similarities and differences, throughout the EU member states and accession countries. The country-specific annotated bibliographies and summary assessments of current debates, offer insights into the many issues that would benefit from greater cross-national information and research, as well as the present inroads and future potential for such research.

Definitions and coverage of social services varies across countries, and indeed as suggested in the chapters on Austria, Germany, Greece and Portugal, the lack of a common definition is seen as a major handicap for comparative work. However, the common usage of terms or phrases with much the same meaning as “personal social services” came up frequently, and we can detect strikingly similar trends in social service system developments across countries.

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1) This chapter is based on the concluding chapter by Lisa Alfredson in the 2000 edition of this annotated bibliography and has been updated and expanded.
Some chapters refer to concepts such as ‘social action’ or ‘social activation’, ‘social work’ and ‘social aid’ as compared to ‘social assistance’ and ‘social protection’, invoking a subtle but important distinction between actual services versus direct cash transactions to beneficiaries, or the broader welfare systems encompassing these transactions. However, despite the prevalence of this distinction, it is important to note that some country reports reflected the difficulty in separating cash, from in-kind, welfare benefits and systems, in currently available documentation and research, as in Belgium, Finland and Luxembourg. In these cases in particular, and in many of the others, authors defined social services in terms of general characteristics and the overarching aims of the social welfare system – most commonly the eradication of social exclusion and the promotion of equality, participation and well-being in society, with services usually targeting the most vulnerable groups in society.

Less commonly, social services were also defined in terms of social rights, reflecting a significant point of contention within and across states. Nordic countries with their traditionally more universalistic welfare systems were more explicit and decisive about social services as social rights, but the presence of this important debate about rights was also observed in many other countries. Perhaps, not surprisingly, it also appeared most explicitly in countries with the most recently developed ‘welfare states’, such as Spain, Portugal and Italy, although typically in current debates about future definitions. And, even if not commonly integrated into definitions of social services, the inter-related issues of social rights, citizenship and EU membership emerged in references to core works within many of the other country chapters, reflecting both historical and new debates and their growing importance in the context of increasing globalisation and EU integration.

More specifically, the definition of social services as commonly understood in different countries produced a common list of general categories of social service beneficiaries: services for the unemployed, the elderly, people with disabilities (mental, physical and learning), individuals who were ill, children and young people, families, and socially excluded groups or populations at risk (such as minorities, immigrants and refugees, and people who abused substances). It also included specific types of services such as advice centres, education, housing, health care and employment programmes for overlapping target groups. Thus within the broader context of welfare states and welfare systems generally, country reports described personal social services that involve an exchange of tangible services by a third party to benefit a user or client.

Whilst for the most part, the list of social services categorised by target groups of beneficiaries is strikingly similar, the degree and quality of coverage actually implemented across countries seems much harder to gauge. All EU member states and accession countries report significant expansion in demands for social services and in the number and types of services offered. However the question of implementation relates directly to the necessary comparison of the means of coverage, and to three crucial questions: by whom, in what forms, and how financed?

Looking to existing cross-national research and issues relating to globalisation and EU membership – themes covered in most of the country bibliographies – we see that works cited tend to focus on the comparison of services for more narrowly defined client groups and social problems. Overall, the need for more national research on common social problems remains pressing, as does the need for broader comparison of social service systems, and toward this end greater awareness of the state of information currently available in different countries is essential. Only then can cross-national learning really be fostered. The country reports and annotated bibliographies provide a starting point for researchers interested in comparative studies, revealing much comparable work as well as gaps in and across country-specific literature.

Looking at social service systems generally, authors of the country chapters described significant changes in the financing, provision, and types of social services offered over the last two decades in particular. This raises important questions for research, some of which is already underway. What is the nature of these changes, and how do they alter the ways we understand different social service systems for member states and accession countries? What are the similarities and differences between social service systems in countries covered in this volume? Are they moving inevitably toward harmonisation and a more integrated EU? How might they be co-ordinated at a European level?

A good starting point for considering such questions is Esping-Andersen’s (1990) “three worlds of welfare capitalism”, likely the most widely used and influential welfare classification system. The ‘three worlds’ refer to the corporatist model (i.e., France, Germany, Italy), the neo-liberalist model (i.e., the UK), and the social-democratic model (i.e., Scandinavian countries). But when social service systems today are considered apart from monetary social assistance systems (pensions, social security, minimum income guarantee, etc.), the distinctions between models are less clear. Countries in the EU seem to be moving toward systems that are similar model of financing and provision, albeit within the contexts of different labour market policies and more and less universalist welfare approaches at different stages of development, and through what tend to be fragmented social welfare legislation at national levels.

Indeed, across the EU member states as well as accession countries, both the provision and financing of social services have become increasingly ‘mixed’ and decentralised in nature, while offering a greater range of options for service delivery. The significant shift toward a mixed social service economy is overtaking state centred or corporatist systems, such as the French, German and Austrian systems, as well as the more universalist social-democratic systems of Finland, Denmark and Sweden. It is also overtaking systems with previously underdeveloped state involvement, such as in Greece, Italy and Portugal, where family networks and informal care remained the most important dimension of the ‘social service system’ far longer than in other countries. The latter group see an increase in state funding and universal social assistance within developing, decentralised systems, and the former see decentralisation of state provision and the solidification of targeted social rights in legislation. Both are improving upon group-targeted legislation and measures, such as employment programmes for people with disabilities, and exploring alternatives and innovations that typically involve non-profit and for-profit providers at a local level. The accession countries of Central and Eastern Europe add new complexities to this picture, as they are in a dual transition from state-dominated to mixed economies of care on the one hand, and from national-state based system to one in line with EU standards, on the other.
The role of non-profit organisations in particular, is increasingly formalised in contractual relations or ‘partnerships’ with governments, whilst increased funding has stabilised and promoted their traditional role in ‘charity work’. Meanwhile many countries – particularly Finland, the Netherlands, Sweden, the UK and Ireland – are increasingly returning to questions of how to promote self-help initiatives, and family and community networks, as more informal social service providers. Client ‘empowerment’, ‘client-oriented services’, and ‘self-help’ or ‘self-organised initiatives’ are key themes in these countries and in growing debates about quality of services more generally. Thus all countries have been in a process of transition, re-negotiating welfare responsibilities and experimenting with various types of provision and relations between providers which point in a similar direction.

However, the exact mix of service financing and provision and the total size of the personal social services economy varies from country to country, and in some cases exact figures are hard to come by. Social and economic indicators of social services are often either lacking or disaggregated by particular services or country regions, or do not differentiate cash from in-kind benefits when estimating total size. However, according to the country reports, the combined quantitative and qualitative information available clearly indicates several overarching trends in social services, regardless of the total size of the social welfare economy in the different countries. One is the role of the state as generally the largest financial contributor, supplemented by a growing proportion of finances from the private earnings of social service providers themselves: fees, dues, donations and investments. The latter is particularly evident in services for the elderly, where user fees increasingly compensate for over-demand and under-supply.

In some countries, these supplementary resources remain relatively small, in others they account for nearly half of resources in particular service delivery areas, most often in services for the elderly. But in all countries non-public funds are growing alongside the expanding sector of non-government non-profit social service providers – a second overarching trend accompanying the decentralisation of services. In the majority of countries, non-profit providers now tend to dominate social service provision in many service areas and forms of service provision. Home care, for instance, accounts for between 60 and 80 percent of provision. In countries with fewer non-profit social service providers, such as Denmark and Finland, criticism of state-centred ‘paternalistic’ models together with a call for the promotion of civil society and solidarity enhancing initiatives through the greater use of non-profit organisations in the delivery of social services is strong in current debates. The role of non-profit providers in accession countries is still emerging and far from consolidated, although most of the countries soon to join the Union are pursuing policies that involve some kind of public-private partnership in service finance and delivery.

Legislative structures also vary widely across countries, from nationally guaranteed rights in particular social issues and nationally legislated frameworks for regional and local provision, to regionally or locally legislated social rights, provision, and services monitoring or quality assessment. Within countries there is also a great deal of fragmentation, creating disparity in rights and services offered as well as in their implementation and regulation in different regions or among different client groups. It is evident that more national research and work is necessary within countries to harmonise their own social policies and services, as the chapters on Spain and Italy emphasised, as well as to document the effects of European social funds and harmonisation guidelines in country and culture specific contexts, as the chapter on Portugal observed. There is also great need for research, co-ordination and planning for the regulation of social service evaluation across social service fields within countries and across them. It is perhaps in the accession countries that such needs are greatest.

Not surprisingly, many of the challenges posed by some form of subsidiarity within countries such as Germany or the Netherlands parallel those posed by the emerging and still unsettled notion of subsidiarity within the EU. At both levels, there exists a good deal of fragmentation in regulative structures, no less than in implementation structures (which are increasingly decentralised), accompanied potentially by an erosion of state sovereignty. To deal with EU level challenges, social service systems need to be better understood and co-ordinated nationally, so that different structural arrangements can be compared and policies to address cross-national issues can be developed.

The effects of globalisation and the issue of the Europeanisation of social rights were discussed as an emerging topic, in most country reports, despite the proportionately little direct research into these areas. These issues touch upon the differences and disparities in the degree to which the range of client groups are targeted by social policies or actually benefit from them in each country, and the different approaches taken both in terms of guaranteed rights and social equity more generally.

**Current debates**

It is evident that cutting across common trends in social service systems are differences of degree and emphasis, and differences in monitoring, evaluation and research. In addition to the movement thus far toward a more common structure of social service systems, the EU member states and accession countries face many similar problems, raising similar debates and questions about how they might be handled and about the future of social welfare more broadly. Whilst not all debates have resulted in the same amount of academic attention in each country, as the bibliographies suggest, the presence of similar debates is an important indicator of the direction and needs for future research and the further development of a European information system on social services. Table 1 offers a summary of current trends and debates for each country covered in the volume, and the interested reader may consult the summary assessments at the end of each country chapter for more detail.
Table 1: Summary of Key Themes and Issues by Country

<table>
<thead>
<tr>
<th>Country</th>
<th>Key Themes and Issues</th>
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<tbody>
<tr>
<td>Austria</td>
<td>• No unified definition of social services.</td>
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<td></td>
<td>• Great heterogeneity of service providers and target groups.</td>
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<td></td>
<td>• NPOs predominant service providers.</td>
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<td></td>
<td>• Childcare field well documented in comparison to other fields.</td>
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<td></td>
<td>• Legislation inconsistent.</td>
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<tr>
<td>Belgium</td>
<td>• Waiting lists.</td>
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<tr>
<td></td>
<td>• Future of finance system, i.e., taxation vs. individual contributions.</td>
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<tr>
<td></td>
<td>• Client oriented vs. service oriented.</td>
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<tr>
<td></td>
<td>• Need to improve co-ordination.</td>
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<td></td>
<td>• Issue of care and welfare more central in welfare state debate as demands have increased.</td>
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<tr>
<td>Czech Republic</td>
<td>• Service delivery, equity and social cohesion.</td>
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<td></td>
<td>• Increased emphasis on prevention and education rather than care provision.</td>
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<td></td>
<td>• Method of financing and an increased role for NGOs in providing public social services.</td>
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<tr>
<td></td>
<td>• Setting domestic priorities – combating poverty; child abuse and service development.</td>
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<tr>
<td>Denmark</td>
<td>• Concern cf. high levels of expenditure, inefficiency, paternalism etc.</td>
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<tr>
<td></td>
<td>• Socially excluded predominant concern of social policy.</td>
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<tr>
<td></td>
<td>• Improve services/care for the elderly and health care.</td>
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<tr>
<td></td>
<td>• Immigrants and refugees.</td>
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<tr>
<td></td>
<td>• The organisation of public services – i.e., the welfare mix.</td>
</tr>
<tr>
<td>Estonia</td>
<td>• Since 1991, social services have been reorganised and are now the responsibility of local government.</td>
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<tr>
<td></td>
<td>• Social policy and social services have not been frequently debated, either in public or in the literature, in Estonia.</td>
</tr>
<tr>
<td></td>
<td>• Neither are they a priority for political parties.</td>
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<tr>
<td></td>
<td>• This is somewhat surprising given Estonia’s accession to the EU in the near future.</td>
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<tr>
<td></td>
<td>• Contracting out and public private partnership.</td>
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<tr>
<td></td>
<td>• Targeting of benefits</td>
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<tr>
<td>Finland</td>
<td>• Concerns cf. quality, cost-effectiveness and integration of social services.</td>
</tr>
<tr>
<td></td>
<td>• Measuring impact of social legislation and reform pronounced.</td>
</tr>
</tbody>
</table>

France
- Social welfare services characterised by interdependence between the public and non-profit sectors.
- Emphasis on socially excluded groups.
- Highly regulated and legislated, complex funding mix, with decentralisation, responsibility and accountability as emerging issues.
- Issues of citizenship, equity and the basis of welfare rights in EU context.
- Demographic changes.

Germany
- No commonly accepted definition of social services.
- Public, non-profit and private sectors involved in the delivery of services, through competitive tendering and contracting increasingly common.
- Equity is a key policy issue.
- Importance of third sector in service delivery linked to debates about strengthening civil society and democracy.

Greece
- Limited research and literature in the field of PSS – which is a very small part of the welfare state.
- Trends – service provision via the mixed economy of care, although private sector not well incorporated into welfare policy.
- Entitlements are key issue of concern.

Hungary
- Context is of decreasing resources – recession and minimalist state – System (i.e., social assistance, social services and health care) face persistent crises.
- Contracting out has led to a fragmented and inequitable system.
- Unemployment high in 45 + year age group and the ethnic minority Roma community.
- Low levels of skill training among social workers.

Ireland
- Non profits the dominant provider supported by government.
- 1990s social partnership introduced a new phase in the relationships between the sectors; need for better integration of service provision.
- Effective financing and the provision of social services.
- Social inclusion and a national anti poverty strategy – efficiency and equity – in the provision of services.
- Change in local governance – from central structures to decentralised structures and greater engagement with VCS.
- Volunteering
- Immigrants and Refugees
<table>
<thead>
<tr>
<th>Country</th>
<th>Key Themes and Issues</th>
</tr>
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</table>
| Italy   | • Fragmentation of service provision at central regional and local levels.  
                  • Services are provided according to local priorities.  
                  • Partnerships between public and non-profit. Role of for profits weak; Lack of co-ordination of mixed economy.  
                  • Relationships between social services and informal networks – especially the family – of concern due to profound change in family structure.  
                  • Poverty and social exclusion and the efficacy of policies in addressing concerns. |
| Latvia  | • New legislation in the field will take effect in 2003.  
                  • Responsibility for social services is divided between State and local governments. Local government may delegate certain functions to NGOs.  
                  • A means tested benefit – a guaranteed minimum income – will be put in place over the coming year. This will be difficult given the lack of financial resources, the capacity of local government to administer it, and the ‘black market’.  
                  • There are ongoing shortages of social service professionals, who are also overburdened.  
                  • Issues of poverty and social exclusion are unlikely to be resolved in the short term.  
                  • Key concern relates to decentralisation, fragmentation and universality and uniformity of provision. |
| Lithuania | • Exponential growth in diversity of provision of social services by public and VCS in Lithuania since1990.  
                  • Uneasy purchaser/provider relationship between government and the VCS as the former distrust the latter.  
                  • Access to social services is dependent on income with the exception of services for children, which are free.  
                  • Social services are about to undergo change and reorganisation.  
                  • Emphasis has transferred from preoccupation with quantitative indicators to qualitative indicators.  
                  • Concern about quality, tailoring services to the needs of the client together with the training of social workers are currently the focus of attention. |
| Luxembourg | • Luxembourg appears to have consistently supported the idea that private social action is cheaper than public social action. Thus services are provided by private organisations and voluntary associations.  
                  • In 1998 a law was passed reaffirming the importance of private action, but setting minimum standards to protect beneficiaries and a framework for ministries to certify non government services.  
                  • A guaranteed minimum income was introduced in 1986 to prevent ‘pauperisation’. In 1999, a new law strengthened and extended the right to this benefit.  
                  • Ageing population. |
| Netherlands | • Welfare sector has suffered systematic budget cuts throughout the last few decades, as a result of which, it only provides certain core functions aimed at specific target groups.  
                  • Decentralisation.  
                  • Access to services for all to improve everyone’s well being;  
                  • comprehensive, accessible, high quality service provision through co-operation with partners;  
                  • national policies supporting local social welfare through interdepartmental collaboration and the adoption of civic charters;  
                  • national government to install a Council to support modernisation through advice and financial support. |
| Poland | • New philosophy ... to transform welfare dependency ... by offering temporary support and encouraging self-help.  
                  • Services provided by the state and NGOs in a mixed economy.  
                  • Changes associated with the 1990 Welfare Act include: professionalisation of the state welfare system where employees required to have higher level of education than previously; lack of effective partnerships between the state and partners; decentralisation which has led to several problems i.e., insufficient fiscal resources and lack of social capital to name only two; deinstitutionalisation and foster families as an alternative to homes.  
                  • Poverty and unemployment widespread. |
<table>
<thead>
<tr>
<th>Country</th>
<th>Key Themes and Issues</th>
</tr>
</thead>
</table>
| Portugal  | • Social service expenditure has increased by 290% since 1990.  
• Decentralisation and contracting out. NGOs dominant provider through POSC.  
• Effort to improve co-ordination between various social service partner organisations.  
• Heavy reliance on informal and family networks.  
• Academic interest in this area is new and growing. Gaps – include efficiency and equity of service provision; evaluative research and empirical analysis cf. social services the exception being services for children and young people.  
• Citizen’s rights to social security; positive discrimination to promote equality and mixed economy – principal traits of the social security system. |
| Slovakia  | • Slovak social policy has undergone major change in recent years, although the literature is sparse.  
• By the late 1990s new regulations were introduced which reformed the social assistance system.  
• There is a mixed economy of care. |
| Slovenia  | • No uniform or accepted definition of social services.  
• Very little reliable data either about service providers or service users.  
• Welfare mix model of social provision since 1992.  
• Cash benefits and legal interventions in certain fields such as child protection are the sole responsibility of the state.  
• The 1992 Social Protection Law regulates in relation to social rights of people, benefits, providers, professions and procedures.  
• Current issue is the lack of debate in relation to current trends and policy issues. Two key reasons for this are the lack of research and the introduction of the mixed economy, which needs broad policy interpretation. |
| Spain     | • Social service system is a complex field of actors and regulations.  
• Mixed economy of care – although predominantly non-profit providers followed by public and private sector involvement.  
• No national legislation regulating the entire sector.  
• The effects of globalisation and the future of the welfare system.  
• The roles and relationships between the sectors and the role of volunteers.  
• Management issues, such as efficiency, have increasingly become part of public/social policy debates.  
• Immigrants, the elderly and people with disabilities are important target groups in the population. |
| Sweden    | • Highly decentralised social service system, regulated through legislation – the 1980 Social Services Act.  
• Financed through taxation social services are organised at the local level by local government – thus there is considerable variation between municipalities.  
• Politicians can exert considerable influence on social service delivery even at the level of individual casework.  
• The capacity of the welfare state to adjust and survive the economic and ideological climate of the 1980s and 1990s is a key issue in the Swedish debate.  
• Care of the elderly is much debated. Given the economic context, the ageing population and public scandals involving private companies, questions relating to the quality of services are being raised.  
• Negative and positive effects of privatisation, new management models and public accountability are also central to current debates. |
| UK        | • Social care services are regulated, funded, commissioned and provided under a broadly common policy umbrella.  
• Social services are financed primarily by central government, and also, though to a lesser extent, through local taxation.  
• Locally elected authorities take lead responsibility.  
• Since 1990s there has been a rapid growth of the independent sector comprising private and non-profit provision supported through contracting out. The independent sector now delivers more services than the public sector for most user groups.  
• Modernisation agenda places great emphasis on measuring and managing performance.  
• Affordability and funding of long term care remains an important issue given the ageing population. |
The movement out of traditional welfare institutions and into smaller, local settings is a crucial part of the mixed social service system. Most of the authors in the volume have described this as a positive trend, rather than as simply a symptom of state withdrawal and budgetary cutbacks in social services. Indeed, in contrast, total social service expenditure and personal social services have grown over the past two decades, in the types of services offered, the client populations and the needs covered. However, the most prominent debate today unquestionably concerns the public/private partnership. This debate maintains healthy reservations regarding current changes as part of the ‘welfare state crisis’, i.e., as more than a rolling back of the welfare state, with negative implications. This reservation was particularly strongly expressed in the chapter on Germany.

The partnership model raises other concerns including the extent of state accountability within a system of increasing non-government provision. For example, some chapters reported on scandals in the private for-profit provision of care for the elderly or other vulnerable population groups. Others questioned state accountability in enabling non-governmental providers to investigate and determine appropriate interventions in sensitive fields, such as child protection, while the proportion of people employed in social services without professional social work qualifications rises. Frequently criticised was also the current lack of monitoring and evaluation mechanisms in private social service organisations to whom responsibility for provision is transferred. Questions were also raised about whether the state is responsible for failing to identify or act on emerging social needs, which non-profit providers (to whom this responsibility is passed) neglect or are unable to address.

On the other hand, contracting-out and privatisation increasingly appear as necessary solutions to increasing demands for social services within changing demographic conditions and continuous structural unemployment. In this context, the role of informal providers is also debated, with some countries moving away from strong traditions of informal provision, and others returning to a more active policy line, promoting it along with other self-help initiatives.

Ensuring and improving quality of service and coming up with adequate measures of quality are also prominent in current debates and are inherently tied to the evolving public-private welfare mix. With the reshuffling of responsibilities and increasing competition between providers, it is not always clear just how standards are to be set, by whom, or who is to enforce them. This applies to all social service areas, but has become particularly prominent in fields where high levels of demand pose the greatest challenges, such as care of the elderly in a rapidly and disproportionately ageing Europe.

Monitoring quality, efficiency and effectiveness of social service financing and provision seems to be occurring field by field and in relation to demand. Ensuring quality of services is also an issue for for-profit and non-profit services alike, drawing on user fees, both of which pose different challenges for regulation and threaten the precarious link between quality and equity of service provision in market driven systems. As the issue of quality gains attention, the marked absence of research in monitoring and evaluating social service provision is highlighted.

The heightened call to explore and improve quality, efficiency and effectiveness of social services in virtually all the country reports also raises several other debates. One area concerns employment in social services: the need for professionalisation of both paid and voluntary workers, improved methods of staff recruitment and retention, and the implications of promoting informal social service work, which tends to be done by women.

A second area of concern is the current lack of co-ordination in the regulation and delivery of social services. The fragmented nature of social service systems is under debate regarding ways of improving co-ordination and co-operation across providers, country populations, social issues and programmes on a national level, and will increasingly be a European level issue. A more holistic view of social problems and social service systems would involve, for example, addressing the very high demand for services by the elderly through a long-term approach; and involving strengthening social policies that target children and families, as observed in the chapter on Finland. Other countries have noted the pressing need for national harmonisation of fragmented social welfare legislation to improve co-ordination.

A system that recognises and makes the most of its many interdependent parts – both in overlapping social problem areas and in the need for mutually supportive ways of addressing them – will be an increasing necessity in an integrated European Union. However, greater research into the co-ordination of services is needed, as pointed out in almost all the country chapters, again inherently entailing working out and refining the developing ‘mix’ of the social services system.

A third area of importance in debates on quality is the topic of innovation. There is great potential for cross-national learning from evolving responses of EU member states to similar social problems, such as innovative approaches to dealing with social exclusion, promoting participation, and strengthening client-oriented approaches and client rights. A positive example of research into new innovations includes work, which describes over two hundred ‘trend-setting projects’ in care services in the Netherlands.

The current attention to furthering self-help initiatives, family and community networks of informal social services, is also an important area of debate. On the one hand, such initiatives claim that they aim to strengthen civil society and social solidarity and promote participation and community development. On the other hand, such initiatives cannot simply be juxtaposed against what is described as the paternalism of the welfare state. Thus, increasingly heard across countries, is a call for more client-oriented service delivery systems (i.e., improving client participation in the design, monitoring and evaluation of formal social services) and stronger client rights. Such developments touch upon the foundations of a ‘right to welfare’ and the grounds for defining beneficiaries, raising issues of citizenship, EU membership and even human rights. Issues like greater mobility among EU member states, immigration and the expansion of the Union to former state socialist countries will further add to this debate.

The debate between an emphasis on self-help and rights to welfare is not only at issue for particular client groups within particular countries, but is obviously related to the issues of EU membership and harmonisation, and the negotiation of country-specific characteristics and responsibilities in social services. Debating which services are ‘rights’, and how to ensure sufficient financial resources and delivery systems to support agreed rights, will involve negotiating the public-non-profit-for-profit mix, at both national and European levels. Rather surprisingly,
A Note on Index Construction and Use
by Gary Hall

The detailed Subject Index was constructed to enable readers to locate specific information and references throughout the book. It was constructed in two parts:

- a full listing of all topic headings in parts B (Annotated Bibliography) and C (Special Fields);
- a detailed listing of all topics mentioned in the descriptions of each work.

Note that there are no main entries for the countries. Should any reader wish to consult the work about a specific country, they can turn to that chapter. Cross-national research is facilitated by having the countries listed as entries under the topic entry. Where a topic is referred to in only one chapter, the country name follows the topic without being a sub entry. This style is used to keep the index as clear and compact as possible.

The index is extensively cross-referenced to allow a full and efficient search for related topics.

The Author index similarly enables readers to easily discover every country chapter in which each author is cited.

To enable cross-national analysis in both the Author and Subject indices, an accessible index “Key” appears throughout the index on the right hand side. This key displays the abbreviations for specific countries, as provided below, followed by the page numbers of the relevant country chapter. As the country chapters appear in alphabetical order, this Key reproduces the contents structure of the book.

<table>
<thead>
<tr>
<th>Country</th>
<th>Abbreviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Austria</td>
<td>A</td>
</tr>
<tr>
<td>Belgium</td>
<td>B</td>
</tr>
<tr>
<td>Czech Republic</td>
<td>CZ</td>
</tr>
<tr>
<td>Denmark</td>
<td>DK</td>
</tr>
<tr>
<td>Estonia</td>
<td>EE</td>
</tr>
<tr>
<td>Finland</td>
<td>FIN</td>
</tr>
<tr>
<td>France</td>
<td>F</td>
</tr>
<tr>
<td>Germany</td>
<td>D</td>
</tr>
<tr>
<td>Greece</td>
<td>GR</td>
</tr>
<tr>
<td>Ireland</td>
<td>IRL</td>
</tr>
<tr>
<td>Italy</td>
<td>I</td>
</tr>
<tr>
<td>Latvia</td>
<td>LV</td>
</tr>
<tr>
<td>Lithuania</td>
<td>LT</td>
</tr>
<tr>
<td>Luxembourg</td>
<td>L</td>
</tr>
<tr>
<td>Netherlands</td>
<td>NL</td>
</tr>
<tr>
<td>Poland</td>
<td>PL</td>
</tr>
<tr>
<td>Portugal</td>
<td>P</td>
</tr>
<tr>
<td>Slovakia</td>
<td>SK</td>
</tr>
<tr>
<td>Slovenia</td>
<td>SLO</td>
</tr>
<tr>
<td>Spain</td>
<td>E</td>
</tr>
<tr>
<td>Sweden</td>
<td>S</td>
</tr>
<tr>
<td>UK</td>
<td>UK</td>
</tr>
<tr>
<td>European Union</td>
<td>EU</td>
</tr>
<tr>
<td>European Union</td>
<td>EU</td>
</tr>
</tbody>
</table>

While the index is quite detailed, as the country chapters are, it should be noted that authors of the country chapters sometimes diverged slightly from the chapter structure guidelines, either from lack of relevant sources or to include extra categories. Thus some subcategories do not occur for all countries.

The reader should also be aware of differences in the dominant terminology across countries. Where possible, every attempt has been made in the index to provide some continuity across different terms with similar meaning.
Author Index

The Slavic and Baltic language special characters in the alphabet have (in general) not been reproduced in the Author Index.

A

Aarsen, T. van · 283
Aasland, Aadne · 238
Abrahamson, Peter · 74
Abramovici, Gérard · 113
Áč, Š. · 337
Achten, Manuel · 262, 263
Adam, Ferdy · 270
Adelantado, J. · 361
Administration de l’emploi (Luxembourg) · 269
Afchain, Jean · 111
Agathonos, E. · 160
Ahmad, R. · 409
Aisaa, Mare · 88, 90
Abkulut, M. · 283
AKNÖ, Kammer für Arbeiter und Angestellte für Niederösterreich (Austria) · 27
Alber, J. · 11
Alberdi, I. · 364
Albi, E. · 358, 359
Albino, José C. · 332
Alldridge, Jo · 406
Alemán, C. · 358, 360, 361
Alemán Bracho, C. · 363
Alfons, Lisa · 313–325, 433–446
Allard, A. · 123
Allegrezza, Serge · 268
Allen, Caroline · 401
Allev, Raivo · 85
Allott, Margaret · 395
Almeida, Ana Nunes · 329
Allum, Rael · 27
Altmur, Raul · 87
Alves, Fátima · 331
Amaro, Maria Inês · 333
Amitsis, Gabriel · 154, 158
Amt der oberösterreichischen Landesregierung (Austria) · 32
Andersen, Bent Rold · 66, 67, 74, 75, 76
Andersen, John · 69
Andersen, Jørgen Goul · 81
Andersen, Niels Åkerstrøm · 74
Andersson, G. · 378
Andorka, Rudolf · 174
Andrew, Toby · 394
Angenendt, Steffen · 150
Anheier, Helmut K. · 14, 31, 355, 414, 419, 433–446
Anker, Jørgen · 69, 70, 78
Annual Yearbook of Health and Social Statistics (Hungary) · 168
Anthropoulos, Charalampos · 155
Antonazzo, Emanuela · 213
Antunes, Adelino · 333
Aptach, Ursula · 140
Archambault, Edith · 109, 113
Ares Parra, A. · 361
Arksey · 404
Amikil, Robert · 98
Amikil, Tom Erik · 98

B

Bachstein, Werner · 21, 24, 25
Bäcker, Gerhard · 132
Bäcker, Peter · 148
Backhaus-Maul, Holger · 145
Bade, Klaus · 149
Badelt, Christoph · 21, 22, 24, 26, 29, 31, 33
Badura-Madej, Wanda · 302, 307
Bagdous, Albinas · 247, 251
Bahle, Thomas · 13, 143
Baldock · 400
Baldwin, Sally · 409
Balloch, Susan · 391, 394
Bamford, Claire · 395
Bamford, Terry · 387
Barale, Florence · 127
Barbagli, Marzio · 216, 219
Barbetta, Paolo · 209, 215
Barbott, Janine · 126
Barry, M. · 410
Bartosová, Andrea · 62
Bassanini, Maria Chiara Setti · 213
Barry, M. · 410
Barros, Carlos P. · 313, 319, 321, 322, 330
Barr, Nicholas · 173
Barratt, A. · 201
Barreyre, Jean-Yves · 111
Barroso, Maria de Fátima · 314
Bartosová, Andreja · 62
Bassanini, Maria Chiara Setti · 213
Bauer, Rudolph · 134, 137, 141
Bauld, Linda · 396
Bax, M.T. · 306
Bebbington, A.C. · 390, 407
Bech-Jørgensen, Birte · 71
Beck, Miriam · 46
Becker, Saul · 406
Beecham, J.K. · 390
Begemann, F.A. · 292
Beher, Karin · 137
F

Eamuts, Raul - 91
Eandle, T. - 302, 380
Ebert, Olaf - 145
Echida - 216
Economist and Social Council of Greece - 159
Economou, Charalabos - 151-165
Edebal, P.G. - 377
Egelund, T. - 376
Eggert, Anneline - 140
Egten, Corine van - 289
Eibl, Hans - 25
Elas, Norbert - 167
Elovainio, Marko - 98
Elef, Susanne - 174
Ely, Peter - 400
Eme, Bernard - 122
Emerson, Eric - 408
Emke-Poullapoulou, Ira - 162
Engberd, Raddou - 279
Ennjaras, Bernard - 121, 122
Ennuyer, Bernard - 124
Enquete-Kommission - 137
Enzian, Hildegarde - 146
Eriksson, Eaa - 98
Ertl, Regina - 23, 28, 35
Escalère, Bernard - 124
Escario, P. - 364
Eskelinen, Leena - 78
Esping-Andersen, G. - 316, 326, 435
Esteves, Edith - 324
Estgen, P. - 273
Etienne, Alibasser - 264
European Commission - 417, 418, 420, 423, 425, 426
European Observatory of Health Care Systems - 35
European Union - 11
Eurostat - 259, 263, 287
Evandrou, Mana - 403
Evers, Adalbert - 11, 138, 342, 352

F

Facchin, Carla - 213
Fagadagi, El - 154, 158
Fahey, Tony - 189, 193, 194
Falkoning, Jane - 221
Fargion, Valeriea - 206, 210
Faughnan, Pauline - 183, 192
Faszi, Luca - 209, 214
Fédération, Cantatas - 263
Fehlen, Fernado - 270, 274
Feder, Jean-Marie - 217, 217
Felde, Michael - 408
Fénys, Csaba - 76
Ferchthoff, Wilfried - 138
Ferz, Zsuzsa - 167, 174
Ferrandes, Emesto - 327, 328, 333
Fernandez, Jose Luis - 397
Fernández de la Hoz, Paloma - 425
Fernández García, T. - 361, 371
Ferrario, Franca - 211, 212
Ferrario, Paolo - 208, 220
Ferreire, A. Cardoso - 317, 321
Ferreira, Cora - 322, 323
Ferreira, Helder - 323
Ferreira, Jorge - 324
Ferreira, Maurizio - 159, 205, 217
Ferrucci, Fabio - 219
Fetsi, Anastasia - 166
Fiesler, Gerhard - 146
Fino-Dhers, Aline - 120
Fior, Sylviane - 124
Fiorentini, Gianluca - 214
Firlit-Fesnak, Grazyna - 299
Fischer, Veronika - 149
Fisher, Mike - 394
Fisker, Jesper - 73
Fisnossi, J.P. - 128
Fitzgerald, John - 189
Flaker, Vito - 343, 353
Flaquer, L.L. - 365
Flogatiss, S. - 154, 158
Flora, Peter - 205
Flørek, Ludwik - 304
Flosser, Gabby - 134
Forsee, Carlos D. - 314, 319
Forder, Julien - 387, 397, 401, 402, 408
Forma, Pauli - 95, 98
Forssén, Katja - 103
Föster, Michael - 174
Föto, János - 181
Francoç, Petra - 54
Franken, J. - 282
Fred, Karl - 146
Frese, Frank - 147
Fressy, Jacques D. - 128
Friberg, T. - 286
Fridberg, Torben - 67, 68, 75
Friedrich, Horst - 145
Friesenhahn, Günter, J. - 141
Frieske, Kazimierz - 302, 306
Fridtenski, Han - 149
Frit, Karsten - 132
Frittelli, J. - 376
From, Anders - 67
Füblis, Paul - 149
Fundación Encuentro (Spain) - 368
Fundación Europea para la Mejora de las Condiciones de Vida y de Trabajo (Spain) - 362, 363

G

Gabriele, Stefania - 207
Gailly, Isabelle - 267, 273
Galuske, Michael - 138
Garcés Ferrer, J. - 359, 360, 363
Garcia, M. - 356, 360, 361
Garcia Delgado, J.L. - 363
Garde, J.A. - 364
Gaskin, K. - 284
Gaskin, Katharine - 195
Gaspar, Carine - 266
Gassmann, Francois - 237
Gasteiger-Kiplisera, Barbara - 24
Gazier - 112
Geddes, Mike - 419
Geene, H. - 288
Geerts, Wels - 43
Geerts, Fons - 43
Geerts, Joanna - 39-50
Gelauff, M. - 280
Gelauff-Hanzon, C. - 281
Geldof, Dirk - 49
Gennenn, Guido - 273
Gennepi, A. van - 290
Geomini, M.A.G.A. - 281
Geogakopoulos, Th. - 163
Geogos, Stratos - 164
Georgouisi, E. - 161, 162
Gerzina, Suzana - 351
Gewitz, Sharon - 417
Geyr, Robert R. - 417, 421
Gierke, Klaus - 146
Gil, Alcun, M. - 368
Gillen, Erny - 263
Gils, M. - 282
Giró, S. - 358
Giorgiotti, Raffaella - 213
Giraldi, Silvana - 210
Gibacka, Katarzyna - 299, 304, 306, 311
GLAN/Neusis - 201
Glasy, John - 298
Gleniding, Caroline - 388, 398, 400
Glennier, H. - 388, 392
Glownacka, Józefa - 300
Godinho, Maria R. - 324
Goewie, R. - 283
Goffman, Erving - 301
Golczynska-Grondas, Agnieszka - 310
Golnowska, Stanisawa - 296, 299, 302, 303, 304, 305, 310, 311
Gomá, R. - 358, 363
Gonzalez, Berta - 330
Gόmez, Kingsa - 172
González Temprano, A. - 360
Göreiko, Miroslaw - 308
Gor, Cristianna - 216, 216, 220
Gorski, Wiktor - 308
Gortwark, J. - 282
Gottschall, Karin - 143
Goudswaard, Kees P. - 422
Gough, I. - 380
Gouw, Albert W. - 422
Gouvernement du Grand-Duché de Luxembourg - 268
Government Council for Disabled and Handicapped (Czech Republic) - 61
Graafl, Gilbert - 262
Graafl, Pim de - 285
Grausgruber, Alfred - 25, 36
Grassmann-Lichtenh, J.H. - 285
Greek Ministry of Health, Welfare and Social Insurance - 153
Greek Orthodox Church - 160
Greenwood, John - 402
Gregersen, Ole - 73
Grev, Bent - 66
Greveng, Nathalie - 263
Groff, Alfred - 264
Groth, R. de - 284
Gros, Marie-C. - 332
Grotowens, S. - 289
Grotowski-Leder, Jolanta - 310
Gruber, Thomas - 70
Grunwald, Klaus - 134
Guerrero, Bohuslav - 251, 252
Guerin, Donal - 190, 203
Gul, Luigi - 212
Gülllen, E. - 369, 361
Gunnersen, E. - 380
Guráň, Peter - 336-340
Gustafsson, R.Å. - 376
Gustavsson, Anders - 309
Gutiérrez Resa, A. - 359, 360
Györgyi, György - 178
Gyulavári, Tamás - 173
Subject Index

A
access care, United Kingdom · 389
access to social services
  Ireland · 186
  Italy · 210, 212, 219
accession countries, Eastern Europe · 88, 128, 173, 244, 424
Act on the Rights and Equal Opportunities of People with Disabilities (Hungary) · 166
Action Plan, Spain · 360
activity therapy, Estonia · 84
adoption
  France · 123
  Greece · 160, 161
  Hungary · 177
  Luxembourg · 260
  Poland · 306
  Slovenia · 343
United Kingdom · 405, 406
advocacy, Slovenia · 346, 347
ageing
  France · 124
  and disability · 125
  Germany · 132
  Ireland · 189, 194, 199
  Netherlands · 287, 289
  Slovenia · 344, 352
  Spain · 365, 368
  Sweden · 370
see also elderly
AIDS
  Greece · 152
alcohol abuse
  European Union policy · 422
  Finland · 101, 102
  Slovenia · 343
  Sweden · 375, 379
see also substance abuse
Alzheimer’s disease · 45, 47, 200
Amsterdam Treaty (1997) · 422
assistive technology, Lithuania · 251
asylum
  Czech Republic · 45, 47, 200
  Denmark · 76
  Hungary · 177
  Netherlands · 288
  United Kingdom · 383
child protection
  Denmark · 74-75

B
birth rates
  Estonia · 90
  Portugal · 329
black staff, United Kingdom · 394
boarding schools, Luxembourg · 263
built environment and disability, United Kingdom · 410
bureaucrats/bureaucratization
  Austria · 29-30
  Denmark · 74-75
  Estonia · 98
**Subject Index**

<table>
<thead>
<tr>
<th>Subject</th>
<th>Page Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>European Union</td>
<td>426</td>
</tr>
<tr>
<td>Freedom</td>
<td>94, 104</td>
</tr>
<tr>
<td>France</td>
<td>113, 125-126</td>
</tr>
<tr>
<td>Germany</td>
<td>176, 179, 181</td>
</tr>
<tr>
<td>Ireland</td>
<td>36, 190, 196, 200-201</td>
</tr>
<tr>
<td>Italy</td>
<td>215, 220, 221</td>
</tr>
<tr>
<td>Latvia</td>
<td>238</td>
</tr>
<tr>
<td>Luxembourg</td>
<td>261</td>
</tr>
<tr>
<td>Netherlands</td>
<td>279, 284, 290</td>
</tr>
<tr>
<td>Poland</td>
<td>306, 308, 309</td>
</tr>
<tr>
<td>Portugal</td>
<td>318, 319</td>
</tr>
<tr>
<td>Slovakia</td>
<td>337, 338</td>
</tr>
<tr>
<td>Slovenia</td>
<td>353-354</td>
</tr>
<tr>
<td>Spain</td>
<td>366-367</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>396, 409-410</td>
</tr>
<tr>
<td>Austria</td>
<td>32, 37</td>
</tr>
<tr>
<td>Belgium</td>
<td>40, 43-44</td>
</tr>
<tr>
<td>Czech Republic</td>
<td>56-57</td>
</tr>
<tr>
<td>Denmark</td>
<td>72</td>
</tr>
<tr>
<td>Estonia</td>
<td>86</td>
</tr>
<tr>
<td>European Union</td>
<td>421-422</td>
</tr>
<tr>
<td>Finland</td>
<td>97-98</td>
</tr>
<tr>
<td>France</td>
<td>116-117</td>
</tr>
<tr>
<td>Greece</td>
<td>155, 156</td>
</tr>
<tr>
<td>Hungary</td>
<td>171-172</td>
</tr>
<tr>
<td>Ireland</td>
<td>191-192</td>
</tr>
<tr>
<td>Italy</td>
<td>213</td>
</tr>
<tr>
<td>Lithuania</td>
<td>248</td>
</tr>
<tr>
<td>Luxembourg</td>
<td>262-263</td>
</tr>
<tr>
<td>Netherlands</td>
<td>283</td>
</tr>
<tr>
<td>Poland</td>
<td>296, 300, 302-303</td>
</tr>
<tr>
<td>Portugal</td>
<td>322-323</td>
</tr>
<tr>
<td>Slovenia</td>
<td>347</td>
</tr>
<tr>
<td>Spain</td>
<td>361</td>
</tr>
<tr>
<td>Sweden</td>
<td>363, 364</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>386, 396-398, 412</td>
</tr>
</tbody>
</table>

### education

- Austria | 32, 37 |
- Denmark | 77 |
- Estonia | 85 |
- Germany | 134, 136, 138 |
- Greece | 152, 153 |
- Hungary | 170, 176-177 |
- Ireland | 186, 193 |
- Italy | 218 |
- Lithuania | 251 |
- Luxembourg | 260 |
- Netherlands | 287 |
- Poland | 307 |
- Portugal | 233, 331, 332 |
- Spain | 363, 364 |
- Sweden | 373 |

### effectiveness and efficiency of social service provision

- Austria | 28 |
- Belgium | 40, 43-44 |
- Czech Republic | 56-57 |
- Denmark | 72 |
- Estonia | 86 |
- European Union | 421-422 |
- Finland | 97-98 |
- France | 116-117 |
- Greece | 155, 156 |
- Hungary | 171-172 |
- Ireland | 191-192 |
- Italy | 213 |
- Lithuania | 248 |
- Luxembourg | 262-263 |
- Netherlands | 283 |
- Poland | 296, 300, 302-303 |
- Portugal | 322-323 |
- Slovenia | 347 |
- Spain | 361 |
- Sweden | 374-375 |
- United Kingdom | 386, 396-398, 412 |

### elderly

- Austria | 24, 25, 33-35 |
- Belgium | 41, 43, 45, 47 |
- Czech Republic | 52, 60 |
- Denmark | 75, 77-78 |
- Estonia | 90 |
- European Union | 426 |
- Finland | 94, 103 |
- France | 112, 113, 120-121, 124-125 |
- Greece | 152, 153, 160, 161-162 |
- Hungary | 169, 176, 177-178 |
- income of | 167 |
- Ireland | 188, 189, 191, 193, 198-199, 200 |
- Italy | 207, 219-220 |
- Latvia | 230 |
- Luxembourg | 245, 246 |
- Netherlands | 274, 281, 284, 286, 287-289-290 |
- Poland | 295, 306, 307-308 |
- Portugal | 318, 319, 330 |
- Slovenia | 327 |
- Spain | 365-366 |
- Sweden | 370, 372, 374, 376, 378-379 |
- United Kingdom | 384-385, 389, 392, 398, 401, 407-408 |
- employment

### family allowances

- Austria | 32 |
- Belgium, in social work | 39 |
- Czech Republic | 52 |
- Denmark | 77 |
- European Union | 427 |
- France | 114, 118, 119, 127 |
- Germany | 133 |
- Greece | 152, 157 |
- Hungary | 173, 181, 182 |
- Italy, female | 222 |
- Latvia | 230 |
- Luxembourg | 269-270 |
- in social work | 256 |
- women | 271 |
- Netherlands | 287, 292 |
- Portugal | 323, 332 |
- in social services |
- Germany | 131, 134 |
- Employment Act (Hungary) | 166 |
- Employment Fund (Luxembourg) | 246 |
- Equal Rights Concept, Latvia | 236 |
- equity in social service provision |
- Austria | 28 |
- Belgium | 43-44 |
- Czech Republic | 56-57 |
- Denmark | 72 |
- Estonia | 86 |
- European Union | 421-422 |
- Finland | 97-98 |
- France | 116-117 |
- Germany | 133, 139 |
- Greece | 156 |
- Hungary | 171-172 |
- Ireland | 191-192 |
- Italy | 213 |
- Lithuania | 248 |
- Luxembourg | 262-263 |
- Netherlands | 283 |
- Poland | 302-303 |
- Portugal | 322-323 |
- Slovenia | 347 |
- Spain | 361 |
- Sweden | 374 |
- United Kingdom | 386, 396-398, 412 |
networks · 34
Belgium · 43, 46-47
Czech Republic · 60
Denmark · 71, 77
Estonia · 88, 90
European Union · 425-426
Finland · 94, 102-103
care units · 96
and children · 103
France · 123-124
Germany · 132, 146
Greece · 153, 161
Hungary · 168, 175, 177
and poverty · 174
Ireland · 185-186
and children · 196
Japan · 243
Korea, Republic of · 240
Latvia · 234
Lithuania · 246, 250
Poland · 306
Portugal · 315, 326, 320, 321, 322
Slovakia · 338
Slovenia · 341, 345
Spain · 360
Sweden · 373
United Kingdom · 383, 385-386, 392-393
food banks, Finland · 98
foster care
Denmark · 76
Hungary · 177
Lithuania · 246, 250
Portugal · 306
Sweden · 372, 378
United Kingdom · 383, 406
fringe benefits, Hungary · 180

gender issues
Denmark · 66, 71, 77
Estonia · 87
European Union · 419, 422
Germany · 132, 140, 143
Greece · 152
Latvia · 234
Lithuania · 253
Sweden · 378, 379
see also women
General Act on Exceptional Medical Expenses (Netherlands) · 278
German Society for Social Work · 142
governance, Ireland · 194, 196
group homes, Slovenia · 343
Guaranteed Basic Income, Portugal · 323-324
Guaranteed Minimum Income, Luxembourg · 264, 265, 258, 268, 269
guardianship, Hungary · 177

handicapped see disability
Health Act (Ireland) · 183
health care
Belgium · 44
Czech Republic · 52
Denmark · 67
Estonia · 84, 86, 90-91
European Union policy · 423
France · 111, 115, 116
inequalities in · 125
Germany · 132, 140
Greece · 152, 163
Hungary · 168, 170, 175
in crisis in · 178
Ireland · 186, 187
Italy · 207
Netherlands · 280
Poland · 296, 308
Portugal · 332
Slovakia · 339
Spain · 363, 366
Sweden · 373
United Kingdom · 408-409
funding · 393
Health Care Acts (Ireland) · 184
health insurance
Belgium · 42
Hungary · 168
Health Insurance Fund (Lithuania) · 246
high-risk families
Denmark · 77
Greece · 161
Hungary · 177
Lithuania · 352
United Kingdom · 406
HIV infection
France · 125
Latvia · 236
Slovenia · 353
home care/home help
Austria · 23, 35
Belgium · 42
Denmark · 78
Finland · 101
for children · 102
France · 124
Greece · 155, 162
Ireland · 188, 189, 199, 200, 219
Italy · 207
for elderly · 219
Lithuania · 243
Netherlands · 280, 281
Poland · 309
Portugal · 319
Slovakia · 337
Slovenia · 342, 352
United Kingdom · 384, 397
for elderly · 384, 395, 408
homelessness
Austria · 36
Belgium · 48-49
Czech Republic · 61
Denmark · 79, 80-81
female · 80
Estonia · 91
European Union · 425
Finland · 104-105
France · 126-127
Germany · 148
Greece · 163
Hungary · 180
Ireland · 186, 201
Italy · 207, 220-222
Latvia · 237-238
Lithuania · 251-252
Netherlands · 278, 280, 285, 290-291
shelters for · 282, 283
Poland · 295, 303, 309-310
Portugal · 331-332
Slovakia · 352, 354-355
Spain · 367
Sweden · 380
United Kingdom · 410-411
Italy · 207
see also social exclusion
homosexuality
mental health of, Slovenia · 347
poverty of, Ireland · 201
hosptices, Poland · 308
household income, Estonia · 92
household savings, Hungary · 167
households, Hungary · 175, 176
housing
Austria · 32
Belgium · 44-45
Ireland · 185, 186, 187, 199, and poverty · 201
Italy · 207
Luxembourg · 260, 267
Netherlands · 279
Poland · 305
Portugal, of immigrants · 333
Spain · 363
United Kingdom · 408
for elderly · 396
Housing Acts (Ireland) · 183, 184
housing exclusion, Italy · 221
human rights, Portugal · 327, 328
illegal care work, Italy · 211
immigrants
Austria · 24, 37
Belgium · 49-50
Czech Republic · 62
Denmark · 81-82
Estonia · 90, 91-92
Finland · 105
France · 128-129
Germany · 149-150
Greece · 153, 164
Ireland · 202
Lithuania · 273-274
Netherlands · 283, 286, 287, 292-293
employment · 292
women as mothers · 289
Poland · 311
Portugal · 333
Slovenia · 350, 355
Spain · 368
Sweden · 380-381
social assistance · 381
United Kingdom, mental health of · 411
see also asylum; ethnic minorities
impairment see disability
income distribution
Belgium · 40, 48
Finland · 94
Hungary · 167, 168
Luxembourg · 268-269
income maintenance
Belgium · 43
Ireland · 186
Netherlands · 295-303, 309-310
independent, United Kingdom · 412
informal care, Belgium · 43, 45
information services, Ireland · 190-191
information technology
Estonia · 83
France · 140
Ireland · 231
Portugal, of immigrants · 325
innovation in social services
Austria · 29
Belgium · 44-45
Czech Republic · 57-58
Denmark · 73-74
Estonia · 24-25
European Union · 423
Finland · 98-99
France · 126, 128-129
Germany · 149-150
Ireland · 193-194
Italy · 214-215
Lithuania · 273-274
Netherlands · 283, 286, 287, 292-293
employment · 292
women as mothers · 289
Poland · 311
Portugal · 333
Slovenia · 350, 355
Spain · 368
Sweden · 380-381
social assistance · 381
United Kingdom, mental health of · 411
see also asylum; ethnic minorities
impairment see disability
income distribution
Belgium · 40, 48
Finland · 94
Hungary · 167, 213, 216-217
Ireland · 188
Italy · 207, 220-222
Latvia · 237-238
Lithuania · 251-252
Netherlands · 278, 280, 285, 290-291
shelters for · 282, 283
Poland · 295, 303, 309-310
Portugal · 331-332
Slovakia · 352, 354-355
Spain · 367
Sweden · 380
United Kingdom · 410-411
Italy · 207
see also social exclusion
homosexuality
mental health of, Slovenia · 347
poverty of, Ireland · 201
hosptices, Poland · 308
household income, Estonia · 92
household savings, Hungary · 167
households, Hungary · 175, 176
housing
Austria · 32
Belgium · 44-45
Ireland · 185, 186, 187, 199, and poverty · 201
Italy · 207
Luxembourg · 260, 267
Netherlands · 279
Poland · 305
Portugal, of immigrants · 333
Spain · 363
United Kingdom · 408
for elderly · 396
Housing Acts (Ireland) · 183, 184
housing exclusion, Italy · 221
human rights, Portugal · 327, 328
W

Wales · 384, 385

Welfare Act (Netherlands) · 277

Welfare Acts (Poland) · 295, 297, 298

welfare benefits, Denmark · 66

Welfare Cafés, Denmark · 70

welfare state

Germany · 132, 133, 143

Greece · 157, 159

Hungary · 168, 170, 172, 175

Portugal · 316, 317, 318

Slovenia · 342

Spain · 360, 362

Sweden · 371, 378, 422

United Kingdom, post-Fordist analysis of · 402

welfare state crises

France · 121

Italy · 206

Poland · 302

Slovenia · 349

welfare-mix

Denmark · 69, 75

European Union policy · 420

Ireland · 194

Italy · 209, 214

policy issues · 435

Slovenia · 342

United Kingdom · 402

women

Austria, unpaid work of · 145

Denmark, homeless · 80

Germany, in social work · 145

Greece · 152

Ireland

with disability · 201

earnings of · 202

immigrants in · 202

Italy, employment of · 222

Latvia, poverty of · 234

Luxembourg · 260, 270-272

Netherlands

as mothers · 289

shelters for · 278, 282, 283

Slovenia · 344, 348, 350

violence against · 353

Spain · 364

Sweden · 380

work integration, Italy · 207

work permits, Hungary · 181

workers’ councils, Hungary · 180

World Development Report · 174

World Summit for Social Development · 237

X

xenophobia

Luxembourg · 274

Slovenia · 355

Spain · 368

Y

youth welfare

Austria · 24, 28, 32

Belgium · 43, 46

Czech Republic · 59-60

Denmark · 76-77

and disability · 80

Estonia · 89-90

European Union · 425

Finland · 102

France · 122, 123

Germany · 159, 168, 176, 145-146

Greece · 160

Ireland · 197-198

Italy · 207, 217, 218

Latvia · 234, 236

Lithuania · 250, 252

Luxembourg · 263-264

Netherlands · 285-286, 288

Poland · 306-307

Portugal · 319, 329-330

Slovakia · 339

Slovenia · 351-352

Spain · 364

Sweden · 371, 374, 378

United Kingdom · 405-406

and disability · 409

residential care · 384

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IMPRINT

Publisher:
Institut für Sozialarbeit und Sozialpädagogik e.V.
Beobachtungsstelle für die Entwicklung der sozialen Dienste in Europa
Am Stockborn 5-7
D-60439 Frankfurt a.M.

This is a publication of the Observatory for the Development of Social Services in Europe (Observatorium für die Entwicklung der sozialen Dienste in Europa). It is used for the public relations activities of the government of the Federal Republic of Germany. It is provided free of charge and is not destined for being sold. This publication does not necessarily reflect the opinion of the government of the Federal Republic of Germany. Responsibility shall remain with the publisher and/or the respective author.

The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, 11018 Berlin, is funding the project "Observatory for the Development of Social Services in Europe".

The agencies involved into the project (cf. http://www.soziale-dienste-in-europa.de) are:
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