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Developing a holistic system for social assistance services based on effective and sustainable partnerships

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Abstract: We live in a complex society where social assistance services should offer satisfactory solutions for a large number of problems of citizens from different states. In this context, public institutions' partnerships with non-governmental and private sector organizations are a viable and sustainable strategic option. The purpose of the research was to know the main strengths and weaknesses of the social assistance system in Romania and in other European countries. The research is based on official data and information from the Unique Electronic Register of Social Services, The Ministry of Labor and Social Justice and from the local specialized institutions with attributions in the field and from EUROSTAT, but also from the website of the European Court of Auditors. The results of the research show that significant progress has been made in social services, but there are still a variety of problems that could be solved by resorting to more viable and sustainable partnerships with non-governmental and private sector organizations. This process needs a systematic approach to a sustainable development of the relationship between the public sector of social assistance and partner organizations from the private and nongovernmental sectors. The research results show the main vulnerabilities and difficulties in developing a holistic system of social assistance services in Romania. These results become interesting and can be used by public institutions in the field of social assistance services in Romania and other EU countries to make necessary changes in their social services systems.

Keywords: social assistance, partnership, non-governmental organizations, private organizations

JEL: H53; H55; H56

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Introduction

Social problems do not know administrative boundaries, which is the main reason of an effective collaboration between sectors in this area. Social problems may appear in any sector of the economy, including Tourism (Ranasinghe, 2019), which may also be a mean of their reduction of scale (Çelik, 2019). Social services are provided and financed by a variety of institutions (Mura, Orliková, 2016; Chreneková, Jarábková, Gubáňová, 2016), depending on the legislative, economic and social particularities of each state or city (Fila et al., 2015; Darabos, 2016). Modern quality management systems approach also deal with this issue (Dobrovič et al. 2019; Ranasinghe, 2019; Mura et al., 2019). Social services are provided and financed by a variety of institutions, depending on the legislative, economic and social particularities of each state or city (Veselitskaya et al., 2019). The social services in Romania are provided and financed by a complex system of institutions, central and local public authorities, public and private providers (Wysłocka, Verezubova, 2016; Lengyel et al., 2017, Malaspina et al., 2019). The trends that are manifesting more and more in Europe and all over the world are those of achieving a wellness mix in which the civil society organizations are active and act together with the state ones, in order to support the transition from the welfare state to the welfare society (Luzgina, 2017; Rahman et al., 2019; Klucnikov et al., 2019). While Vu and Ngo (2019) work with the issue of the professional training in the tourism sector, Uslu and Akay, (2019) discusses this topic in relation to the effect of international relations on tourism. Bencsik et al. (2018) discusses how corporate culture in service companies that support knowledge sharing. Coordination of resources and interventions of this multitude of institutions, connecting them in an efficient network, defining common goals and objectives at the city level and converging at the level of each sector and each provider are a possible way to increase the efficiency and effectiveness of services (Vegera et al. 2018; Vandina et al., 2018; Sasongko et al. 2019; Borocki et al., 2019; Vlacseková, 2019; Dapas et al., 2019; Gray-Hawkins, 2018, Thiele, 2018)). Unfortunately, in Romania, organizations fail to respond well to social problems and to the diversity of social services. The findings according Piotrowska (2019) contribute to the literature on competitiveness and motivation, suggesting a number of recommendations in terms of how to organize training for employees of different age groups, contributing to the overall growth of productivity within an economy.

In this study on social assistance services in Romania, we focused on the three major categories of beneficiaries of social services. These are: (1) persons who have not turned 18 and have not acquired the full capacity of exercise, under the conditions of art.4 of Law 272/2004; (2) elderly persons, who have reached the retirement age established by Law 17/2000; (3) adults in situations of vulnerability defined according to the OG 68/2003, other than those mentioned above, and includes among others: persons with disabilities, persons dependent on the use of drugs, alcohol or other toxic substances, persons who have left the penitentiaries, people affected by domestic violence, victims of trafficking in human beings,

HIV/AIDS infected or ill persons, without incomes or low incomes, immigrants, homeless people, chronically ill people, people suffering from incurable diseases, as well as other people in situations of social need.

The law of social assistance (no. 292/2011) provides in Romania the legal and institutional unitary and coordinated framework establishing the general principles and rules for granting social assistance measures, as well as the criteria for organization and functioning of the system, in order to ensure the conditions suitable for the elaboration and implementation of sectoral public policies in the field of social assistance.

Changes in the social assistance system came as a necessity, since the way of solving the social problems of the people in need was a bureaucratic and strongly institutionalized one. The field of social assistance, and especially that of social services, is one in which the reform has been quite difficult. Initially, it consisted in accelerating deinstitutionalization, promoting and respecting the rights of persons in institutions, reducing costs and increasing the quality of services (Tvaronavičienė, Razminienė, 2017).

The reform of the system involved, among other things, the development of new social services that better meet the needs of the beneficiaries, the elimination of certain services and the elaboration of quality standards for services. The change of the range of social services offered to the beneficiaries by the public institutions occurs when the NGO sector has developed in Romania a series of models in this sense that could be subsequently taken over by the public sector. These models of social services developed by the NGO sector have also led to the need to change the existing services in the public sector. (Raišienė at al., 2019; Mishchuk at al., 2018).

The present paper addresses the issue of social assistance services in Bucharest, based on the partnerships between state institutions and non-governmental and private organizations involved in their implementation. At the end of 2018, the situation of the organizations participating in the provision of social services in Romania according to the legal regime of organization, is presented as follows, according to the sources from the Ministry of Labor and Social Justice:

- > 821 public service providers (30.4% of the total suppliers), of which: (1) 719 (26.6% of the total providers) are suppliers with specialized structures within/subordinated to the local public administration authorities and the executive authorities from the administrative units organized at the level of commune, city, municipality and sectors of the municipality of Bucharest; (2) 38 providers (1.4% of the total providers) are authorities of the central public administration or other institutions in their subordination or coordination that have established by law the attributions regarding the provision of social services for certain categories of beneficiary; (3) 64 providers (2.4% of the total providers) are health units, educational units and other public institutions that develop, at community level, integrated social services;
- ➤ 1,877 private providers (69.6% of the total providers), of which: (1) 1,580 suppliers (58.6% of the total providers) non-governmental organizations, respectively associations and foundations; (2) 130 providers (4.8% of the total

suppliers) - cults recognized by law; (3) 2 providers (0.1% of the total providers) - natural persons authorized according to the law; (4) 165 providers (6.1% of the total providers) - economic operators.

As it can be seen, the social assistance services in Romania are carried out through partnerships; most of them (70%) are based on public-private partnerships. In this research, we have proposed to present the system of organizations involved in providing the social assistance services in Romania in comparison with other countries and how the partnerships work.

1. Literature review

Social services represent the activity or set of activities carried out to meet social needs, as well as special individual, family or group needs, in order to overcome the difficulties, prevent and combat the risk of social exclusion, promote social inclusion and increase the quality of life. (Shpak et al., 2017; Šoltés and Nováková, 2016; Grossman, 2018; Nica, 2018).

The public-private partnership is an instrument by which the public sector finances the providers of the social services based on a partnership with them (Laužikas, Miliūtė, 2019; *Peters, Besley, 2019*). This partnership is realized either in the form of a collaboration agreement, association agreement or service contract (Smolag, et al., 2016; Mura et al., 2017; Popescu, G. H. et al., 2018; Alajmi, 2019).

The Organization for Economic Cooperation and Development (OECD, 2010) defines public-private partnerships as long-term contractual commitments between the government and a private partner, under which the latter provides and finances public services using a fixed asset, with the associated risk sharing (Meyer and Meyer, 2016; Mishchuk et al., 2016). According to this very general definition, public-private partnerships can be designed to meet a wide range of objectives in various sectors, such as transport, social housing or health and social care services (Kliestik et al., 2018; Stonkute et al., 2018). It is especially important in case of the programs financed by the European Union funds (Darie et al., 2019; Kot et al., 2017).

According to the literature and the specialized research, public-private partnerships are implemented mainly to obtain some potential benefits that cannot be obtained through traditional procedures or in situations where the institutions of the respective state cannot manage the public services for which they have legal powers (Hang, 2017; Osipov et al., 2018). A partnership at the local level is usually developed in such a way as to bring together all relevant actors/social partners in the region and that can contribute to the improvement of the situation to an equal extent (Ključnikov, Popesko, 2017; Ślusarczyk, 2017). First of all, bringing all the relevant actors is not an easy task. Some of them are in competition, have different economic and social interests and different capacity (Levkov, Palamidovska – Sterjadovska, 2019). We observed in this research that in most of the situations, the partnerships were initiated by public institutions that

carefully avoided inviting those partners whom they considered too difficult to be helpful with short-term solutions (Keliuotytė-Staniulėnienė, Mironenko, 2019). Secondly, the partners must have equal rights set out in the partnership contract. For example, in order to divide the tasks in the implementation of a strategy of social assistance services, it is absolutely necessary that all the relevant actors agree with the basic analysis and with the general objectives and the principles that derive from this first analysis. The third key element can be assumed by the term property, which refers to the approach of the partners beyond the partnership between them. They have to assume their goals and works (Poór et al., 2018; Siekelova et al., 2017). Partners will have to agree on a common strategy. This often involves building consensus and accepting that some elements may be a problem for one group, but would not be considered a problem for another group. Discussing and accepting these things is an important step forward and creates the basis for a common approach. Therefore one may state that there is one more important factor here, i.e. trust between partners which is regarded as 'sine qua non' condition of any cooperation between the partners (Sroka, 2011; Sroka et al., 2014; Sroka, Szanto, 2018; Cygler et al., 2018), regardless the nature of this cooperation.

Some of the rules of a successful public-private partnership are: (1) to have common goals and objectives understood and agreed by all partners; (2) to have a common and realistic plan of action; (3) to be based on a written agreement between the partners - the description and allocation of tasks, responsibilities and resources; (4) to have a high level of trust between partners; (5) to negotiate the advantages that all partners benefit from. At the level of the European Union, the situation of the partnerships from 2000-2014 is presented in table 1.

Table 1. The funds allocated for public-private partnership projects supported by the EU in the period 2000-2014, in millions of euros, by sectors

| Sectors | Number of projects | Total budget | % | The EU contribution | % |
|-------------------|--------------------|--------------|-----|---------------------|-----|
| Transports | 24 | 25 538 | 87 | 4 555 | 81 |
| ITC | 28 | 1 740 | 6 | 472 | 8 |
| All other sectors | 32 | 1 964 | 7 | 613 | 11 |
| Total | 84 | 29 242 | 100 | 5 640 | 100 |

(Source: The European Court of Auditors, 2017)

The principles underlying a partnership for achieving and providing social assistance services are: social solidarity, universality of the right to social assistance, guaranteeing its accessibility, flexibility of social assistance measures and bringing them in line with the real needs of the person or family in difficulty;

recognizing the independence and autonomy of the personality, respecting the human dignity. Public-private partnerships implemented in different EU countries with EU support in the period 2000-2014, in millions of euros, are presented in table 2.

Table 2. Public-private partnerships implemented in different EU countries with EU support in the period 2000-2014 (Millions of euros)

| Countries | Number of projects | Total budget | EU Contribution | % of the EU Contribution |
|-----------|--------------------|-----------------|--------------------|-----------------------------|
| Grece | 8 | 6 806 | 3 301 | 58,53 % |
| Portugal | 3 | 2 379 | 564 | 10,00 % |
| France | 21 | 9 856 | 324 | 5,74 % |
| Spain | 4 | 2 422 | 311 | 5,51 % |
| Poland | 4 | 388 | 272 | 4,82 % |
| Germany | 14 | 2 147 | 254 | 4,50 % |
| Italy | 6 | 553 | 210 | 3,72 % |
| UK | 3 | 2 212 | 110 | 1,95 % |
| Belgium | 2 | 686 | 101 | 1,79 % |
| Ireland | 3 | 1 286 | 81 | 1,44 % |
| Lithuania | 3 | 99 | 40 | 0,71 % |
| Slovenia | 10 | 52 | 36 | 0,64 % |
| Croatia | 1 | 331 | 20 | 0,35 % |
| Malta | 1 | 21 | 12 | 0,21 % |
| Estonia | 1 | 4 | 4 | 0,07 % |
| Total | 84 | 29 242 | 5 640 | 100,00 % |

(Source: The European Court of Auditors, 2017)

Lately, in Romania there is an increased interest for the cooperation between the public and the private sectors based on a partnership in the field of social policies. The increase of the availability and the capacity of the private sector in Romania to take over a number of responsibilities of the public sector in the social field have determined more efficient use of financial resources and a consistent improvement of the quality of social services.

2. Research results and analysis

During the research process we used data from the Single Electronic Register of Social Services, accessible on the website of the Ministry of Labor and Social Justice (MLSJ) in Romania, but also data from the websites of the general directions of social assistance from Bucharest. In 2018, MLSJ, through the county agencies for payments and social inspection, made payments for social assistance benefits in the amount of 3.2 billion Euro. In 2018, most of the resources, 29.9% were alocated to the state allowance for 3.6 million children. As can be seen in table 3, there is a progressive distribution of social assistance allowances in 2018 compared with 2017.

Table 3. Payments (%) from the MLSJ budget for the social assistance benefits in 2018 compared to 2017

| Type of social assistance benefits Social benefits | % in total benefits on 2018 | Modification compared to 2017 |
|---|-----------------------------|-------------------------------|
| State allowances for children | 29,9 | -0,7 |
| State allowance for the child's growth | 27,4 | 17,6 |
| Monthly allowance for adults with severe and acute disabilities | 15,0 | 38,7 |
| Monthly supplementary personal expenses for adults with severe, medium and and acute disabilities | 6,4 | 22,1 |
| Insertion stimulus | 4,8 | 22,3 |
| Social assistance to ensure the minimum guaranteed income | 4,5 | -15,1 |
| Monthly allowance for adults with severe visual disabilities | 3,8 | 7,5 |
| Family support allowance | 3,0 | -11,5 |
| Monthly placement allowance | 2,2 | -2,3 |
| Social benefits for parents of children with severe, accentuated or medium disabilities | 1,0 | - |
| Monthly support for raising the child granted for people with disabilities | 0,6 | 13,6 |
| Monthly food allowance for people with HIV or AIDS | 0,4 | 4,3 |
| Heating aids with wood, coal or petroleum fuels | 0,2 | -36,7 |
| Natural gas heating aids | 0,2 | -34,6 |
| Contributions for health insurance for beneficiaries of child- raising allowances | 0,1 | -89,9 |
| Thermal energy heating aids supplied in centralized system | 0,1 | -42,0 |
| Emergency aid | 0,1 | 49,9 |
| Accommodation allowance for raising the adopted /entrusted child for adoption | 0,1 | 12,6 |
| Contributions for social health insurance for social assistance | 0,0 | -92,2 |

(Source: Ministry of Labour and Social Justice, 2018)

A large percent of the expenses for the social benefits had the amounts paid for granting the allowances for the child support, as well as the social insurance contributions related to the persons benefiting from these allowances. Approximately 183 thousand families benefited from this program în 2018. The social assistance benefits for persons with disabilities accounted 26.6% of the total social assistance benefits, the number of beneficiaries being about 777 thousand persons with severe, accentuated or average disabilities. The total amount for social assistance to ensure the minimum guaranteed income had a share of 4.6% in the total benefits and were paid for approximately 202 thousand families.

The amount spent in 2018 from the MLSJ budget, through the National Agency for Payments and Social Inspection (NAPSI) for the financing of social services (financing social assistance units for investments or paying subsidies to associations and foundations that set up and manage social assistance units) was 5 million euros, 5.5 % less than in 2017. Most of this amount (74.7%) was allocated for associations and foundations based on the Law No. 34/1998. In 2018 they were financed according to an average monthly number of 8,336 assisted persons, in the amount of 3.7 million euro. Compared to 2017, there was an increase of the amounts paid with 0.5% and a reduction of the number of beneficiaries with 442 persons (5.0%). The amounts allocated to investments (for new constructions and extensions, arrangements, repairs, upgrades, upgrades) represented 25.3% of the amount allocated to social services. Of these, 92.2% were granted for 8 public providers (centers), respectively 7.8% for 2 private providers. The amounts spent in 2018 decreased by 19.9% compared to 2017. The amount spent in 2018 from the MMJS budget allocated to the social assistance programs presented above (benefits of social assistance and social services) was 3.2 billion Euros. Compared to the value of 2017, there was an increase of the amounts spent by 9.2%.

As part of the research process, we analyzed how social assistance services in Bucharest are realized and provided. For this we used data and information about the General Directorate of Social Assistance of the Municipality of Bucharest (GDSAMB) and the sectoral social assistance directions. În Bucharest there are six social assistance directions in Bucharest. Based on the data offered by GDSAMB the sectoral social assistance directions The General Directorate of Social Assistance of the Municipality of Bucharest (DGASMB) has 6 association agreements with non-governmental organizations providing social services, through which it ensures their financing. These organizations provide home care services, children's services. In addition to these association agreements, the institution also has partnership agreements with nongovernmental organizations to carry out various projects. Based on these agreements with associations, social services were provided to a larger number of beneficiaries, given that public services did not have such services (for example, home care services) or their capacity to provide services was reduced to care services for children.

Within the 1st district of Bucharest, the General Direction for Social Assistance has approximately 60 public-private partnerships. In most cases they are based on the partnership request received from various public service providers or non-governmental organizations. These partnerships are developed according to the needs existing at the level of the 1st administrative district. The institution initiates partnerships only if they need it for the various projects to which it applies. Other example we analized was in the 3rd district, where we found 50 partnerships under implementation, of which 2 are contracts for the provision of services for home care services and one for palliative care services (socio-medical services for those in the centers). Under these service contracts, the public institution finances the provision of services. There are association agreements between sectoral social assistance direction and the 2 NGOs as a result of a Local Council decision. The other partnerships are on various projects. The third example we analysed was within the 5th general direction of social assistance of Bucharest. We found there 15 partnerships for the development of different projects. They have a single partnership with a non-governmental organization for residential services.

From the 31 non-governmental organizations providing social services in Bucharest, 8 collaborated with GDSABM, 12 with the General Directorate of Social Assistance and Child Protection (GDSACP) from the 1st district, 9 with GDSACP of the 2nd district, 10 with GDSACP of the 3rd district, 12 with GDSACP of the 4th, 11 with CDSACP of the 5th district and 13 with GDSACP of the 6th district. A complete situation of the partnerships in the field of social assistance carried out in Bucharest is presented in figure 1.

If we analyze the number of collaboration agreements concluded between non-governmental organizations and public institutions providing social services, we can find that most are in the district 6. There, all 13 NGOs have concluded collaboration agreements with state institutions. A similar situation is also encountered in 5th district. In the other sectors, the situation is as follows: 4th district 4 - 7 of the 12 NGOs collaborate with local administration based on collaborative agreements, in district 3 - 7 of 10 NGOs have collaboration agreements, in district 2, 7 of the 9 NGOs and in district 1, 8 of the 12 NGOs have collaborative agreements with the public administration.

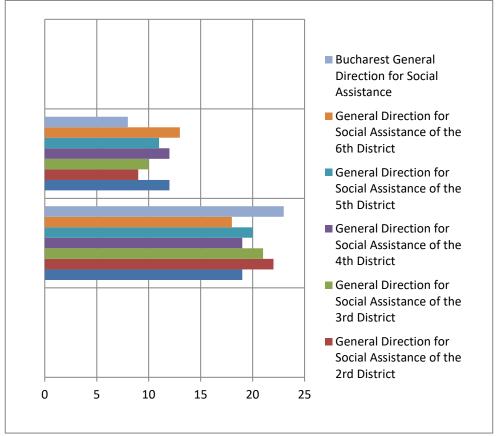


Figure 1. The situation of the partnerships for social assistance services in Bucharest

(Source: Own determination)

2.1 P The main strengths in the development of partnerships for social assistance services in Bucharest

- The existence of an integrated system of social and medical assistance at the sector level that offers a complex approach to the social and sociomedical problems and needs;
- The development and diversification of the services was centred on the real needs identified at the level of the community and correlated with the available resources;
- The existence of a significant portfolio of projects implemented, with European funds;
- Existence of models of good practice;
- Several public-private partnerships for delivering social assistance services in Bucharest are implemented;

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- Good qualifications of human resources involved in delivering social assistance services:
- Network of social and medico-social services are developed
- Increased capacity of the logistic support used withing the social assistance services:
- ISO accreditation standardization of most activities;
- The existence of a good social assistance and community assistance infrastructure:
- Accreditation regarding the management of European projects based on the concept of European volunteering;
- Affiliation of some districtual directions at the European Coordination Committee (CEC), Brussels, Belgium
- Collaborations with the national and international academic environment.

2.2 The main weaknesses regarding the partnerships in the field of social assistance services from Bucharest

- Insufficient human resources related the needs of the social assistance services:
- Delays or impossibility of delivering social services in time because of insufficient human resources;
- Lack of services for some categories identified;
- The training programs are not continuous;
- Insufficient number of social workers with higher education, which generates real problems in achieving the case management;
- The demotivation of human resources due to the underfunded pay system, the lack of a reward system for the results obtained;
- Insufficient knowledge of existing rights and services at community level;
- Increased level of birocracy.

3. Conclusions

Public institutions, non-governmental and private organizations set common goals, collaborate and mobilize all the resources necessary to ensure decent and dignified living conditions for vulnerable people who need social services. In Bucharest, there is a real need for developing the package of existing social and medico-social services at the quality standards. According to the results of our research, there is a need for a radical change in the way of financing the social assistance services and for increasing the financial and human resources necessary for the development of these sectoral social assistance services based on effective public –private partnerships in the near future.

Authors Contributions

The authors listed have made a substantial, direct and intellectual contribution to the work, and approved it for publication.

Conflict of Interest Statement

The authors declare that the research was conducted in the absence of any commercial or financial relationships that could be construed as a potential conflict of interest.

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