

INTERNATIONAL CONTEXT OF CONFIGURING INTEGRATED SOCIAL POLICIES: TERMINOLOGICAL CLARIFICATIONS AND MEASUREMENT POSSIBILITIES

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This paper focuses on the multiple influencing of the individual and societal well-being by both economic and non-economic social factors which stimulated the development of some composite-aggregate indicators centered on the specifics of social justice and the quality of life. Harmonizing the psycho-sociological, economic, and political theories regarding quality of life with a new, wide statistical database (synthetic, global indicators) opens actual opportunities for correlating sectoral social policies at global level, right at the time of their design. So, specific indicators were developed for social justice, equal opportunities, and inclusion, etc. in the framework of some database accessible in real time to all member countries of the EU.

*In fact, the presence of synthetic/output and aggregated social indicators (social inclusion, social justice, happiness, etc.) measures the impact of the social policies on the individual/societal well-being, and as regards life satisfaction of the individuals within a community (Precupețu and Voicu M. 2005, Zamfir E. and Magino 2013). These indicators can measure not only **the current state**, the simple static presentation of the situation in the living conditions of the population, but **also its dynamics over time**, as continuous process of changes and improvements brought to the quality of life.*

Maslow's pyramid of needs, the general systems' theory, sociologic and anthropologic functionalist and structuralist theories, as well as the modern life satisfaction theories become explanatory theoretic milestones for supporting interactive and balanced policies. Moreover, only by the mutual determination and inter-conditioning relationship of the sectoral policies supported by multiple social indicators, the general changes over time might be evaluated for the quality of life.

Keywords: social inclusion; vulnerables groups; integrated social policies; social indicators; quality of life.

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FROM ANTI-POVERTY POLICIES, TO POLICIES OF INCLUSION AND SOCIAL JUSTICE

A paradigm change in evaluating social policies is configured in Europe after the eighties: from anti-poverty policies, to policies of inclusion and social justice. In the seventies, social policies had as core objective programs of generating economic welfare centered on economic growth, and on combating and alleviating/diminishing poverty. The emphasis was laid mainly on incomes. Between 1975 and 1976, the program Poverty I was developed. Between 1985 and 1988, the program Poverty 2 was carried out. After 1990 the program Poverty 3 made the transition to the social inclusion policies, by increased awareness about the multidimensional aspects of poverty regarded in their dynamics (Zamfir C. 1995, Zamfir C. 1999, Zamfir C., Pop and Zamfir E. 1994, Zamfir E. 1996, Neculau, 1996, Zamfir E. 2001). In this instance, the shift towards **more complex social support Programs** is obvious, focused on a wide range of needs, as results of some sectoral policies of the integrated type. New social indicators were created and developed rapidly, corresponding to the **process of social inclusion**. This program, however, emerged relatively late, in the framework of the European social policies. Mainly, its advent was due to the failure of the **poverty eradication** programs promoted by the European states, but also by the American countries. The illusion that poverty may be eliminated completely just by economic growth and by increasing monetary incomes unraveled rapidly. Therefore, after the eighties, emphasizing the inclusion policies on the agenda of the European Union turned into a core objective of the European funds' investments in **reducing and preventing social exclusion risks, including poverty**. It is interesting that, on presenting J. Rifkin's book *The European Dream. How Europe's Vision of the Future is Quietly Eclipsing the American Dream*, Romano Prodi, former President of the European Commission, stipulated that: "the Founding Fathers of the USA created more than 200 years ago a dream that would change the entire world. Today, the dream begins to unravel. One third of the Americans consider that they are paid insufficiently and feel unsafe as regards a better life. They claimed that they no longer believed in the American dream. **Another dream, the European one**, captured the attention of the entire world. From Rifkin's perspective, as R. Prodi says, the EU is the **first post-modern body of governance, a combination of nationalism and community spirit**. If the mentality of the American citizen remained partly the one from the times of the frontier pioneering, deeply egocentric, the Europeans have learned the lessons of their own past. **The European dream** represents the analysis of an alternative [...] Jeremy Rifkin wrote a book about the new European dream, which catches up to the minute details **the grand** experiment (our emphasis) taking place in Europe, and its importance for a society on the way to becoming global" (Romano Prodi on presenting the work of Jeremy Rifkin).

In the nineties, the processes of inclusion versus exclusion emerged, as **compulsory mainstreaming parts** of the public policies and of the social reform processes. After the Treaty of Maastricht (the EU Treaty) signed by the European Council on 7 February 1992 at Maastricht as result of the negotiations from December 1991, the grounds were laid for some deep changes regarding the cooperation conditions within the EU and the common development programs. The Treaty of Maastricht, regarded as key-element in the process of shaping the EU and the most important for determining the development objectives, was completed, and changed by the Treaty of Amsterdam (1999) and the Treaty from Nice (2003). In this context, **the objectives of the social inclusion process** turned into main parts of some documents of the European Parliament and of the social action programs of the European Commission, for both member-states and candidate countries. Here, this is not just about a terminological change from anti-poverty programs to the ones of social inclusion. In fact, starting from the multidimensional and interconnected aspects of *poverty, from its dimension, severity, and deepness*, the programs of social inclusion policy underpin the importance of major changes for disadvantaged groups and individuals, by gradual and sustainable accruals. These, though they seem distinct processes and stages, are, in fact, complementary and interdependent. Only together they may ensure the recovery of the beneficiaries.

Poverty related only to incomes and economic growth provided, rather, **an image** regarding the situation of the beneficiaries *with a rather static aspect*. It highlighted the state of the moment and not a process of change ((Zamfir C. 2002, Zamfir E. 1996, 2005, Zamfir E. and Zamfir C. 1995).

The terminology included in the EU programs regarding **social inclusion versus exclusion** stirred also numerous public debates. Then, the need was felt for some **conceptual clarifications** as regards both the political and theoretical perspective. Analysts, researchers, politicians were involved directly in rendering explicit the contents of the concepts of social inclusion and exclusion, which were at the core in the country development programs (Zamfir E. and Zamfir C. 1995, Zamfir C. 1999, Zamfir E., Preda and Dan 2007, Cace 2006, Zamfir C. and Stănescu 2007, Mărginean and Precupețu 2010, Mărginean 2013). It was at the time amusing, but also hard to persuade the representatives of the government that the term **“inclusion”** may be extended also to the social area, beyond its strict mathematics sphere.

The integrated-type policies found strong support both in the classic and modern psycho-sociological, and anthropological theories of structural-functional nature, in political sciences, and in the economic ones, and in the international theories regarding respect and human rights, in the French philosophy and tradition that promoted the solidarity of social stakeholders, and assumed social risks, etc. Ensuring social rights was given by the association of all individuals from the community with the statutes of **social citizenship** (George and

Page 1995, George and Taylor-Gooby 1996, Sachs 2005). The general systems' theory, by exceeding the strict classic causality, highlights the multiple links of structural and functional type that ensure a **dynamic balance to open systems**. Such an open, complex structured and self-regulating system is also the **social one**. Hence, also the requirement of normalizing sectoral social policy models as complementary parts of a system tending to **balanced development**. Therefore, the existence of an evaluation, monitoring, and control body is required at macrosocial level for all programs of sectorial development (Zamfir E. 1997, Zamfir E. and Burtea 2013, Zamfir C., Stănescu and Briciu 2010, Stănescu and Zamfir C. 2015).

Romania, during the process of accessing the EU, had to prepare and sign (June 2005) in Brussels, through the Ministry of Labor, Social Solidarity and Family, the Joint Inclusion Memorandum. As a result of this document demanded from all candidate countries of the EU, the Romanian Government by its Government Program assumed a plan of measures regarding the fight against social exclusion, and poverty, by active policies for supporting the inclusion of vulnerable groups. The drafting of the document had as basis a wide public debate with social stakeholders and NGOs, and with the active participation of some experts/researchers, and representatives of the academia. As significant documents for academic analysis and research in preparing Romania's accession to the EU, I would remind some with increased impact: the National Anti-Poverty and Social Inclusion Report, Bucharest, 2002 (contribution within the CASPIS Commission); Social Policies for Family and Child in Romania, National Report, (the University of Bucharest, the Institute for Quality of Life Research, UNICEF, 2003). Then, also a group representing the academic environment (that I coordinated) were asked, as well, to draft a country report regarding the formulation of requirements, and standards for the inclusion of disadvantaged individuals and social groups (CASPIS Report 2002, Zamfir E., Preda and Dan 2007).

After 2006, by the enforcement of the Social Inclusion Memorandum were elaborated normative and legislative documents that would support the actual implementation of the commitments assumed by the social inclusion program. Romania, on signing in 2005 with the EU-European Commission the joint inclusion treaty, assumed also a new multidimensional, integrating approach in elaborating sectoral social policies. In fact, the efficient promotion of social inclusion requires covering multiple and complex needs of the individual by diverse-specialized programs and measures on distinct fields (employment and increasing quality of employment, education, housing, health, child and family protection, and equal opportunities, etc.). In this context, the project proposed by Romania in 2002 by means of the CASPIS Program (**the Anti-Poverty and Social Inclusion Promotion Commission** – a Commission under the direct control of the Prime-Minister within 'the Adrian Năstase government') represented a strength of the public social policies during transition. The program relied on the joint effort of the institutions and ministries involved in decisions and measures regarding

reducing poverty and eliminating social exclusion, but also on the effort of social stakeholders at national, regional, and local level. Thus, direct cooperation was demanded from the key factors responsible with the elaboration and promotion of social policies. The well-conceived project had a coherent and systematic plan of measures for fighting both poverty and its risks, from inception. It supported, based on explicitly formulated juridical norms, the necessity of a reliable partnership of public institutions, local and community social assistance services, of the departments, of the involved ministries in solving the needs of the vulnerable individuals and groups. By the **compulsiveness of cooperation of the ministries for social assistance and protection, of the public and community social services, of the social stakeholders and of the NGOs in the social field, the CASPIS Commission initiated a streamlined structured program of measures for the recovery and inclusion of the groups and persons with marginalization risks**. A clear diagnosis of the social issues pertaining to the vulnerable groups and individuals was at the basis of rapid measures of rebuilding their living conditions at a normal, decent living standard threshold. The sectoral social policies were cooperative, converging at inter-ministerial level. The inter-ministerial cooperation and communication, and the intra-departmental one played an essential role in the process of implementing the measures from the program.

Even in the first years of CASPIS' functioning, the Program brought major benefits for the population in difficulty. Unfortunately, the institutional halt of the program, precisely in its finalization stage (2006) was an actual loss for a coherent anti-poverty strategy. Commendable was that this strategy was doubled by a concrete plan of active measures for rebuilding the autonomy of the beneficiaries. Unfortunately, by transferring this Commission from the subordination of the Prime Minister to the Ministry of Labor (during Tăriceanu Government), its objectives were much diluted and gradually abandoned. At the level of actual changes, visible in the state of the beneficiaries, the outcomes were lower than the ones projected initially. The measures of this Project, initially formulated clearly by the Adrian Năstase Government for each governmental partner, were transferred (during Tăriceanu Government) and attributed to departments, sectors, and services within the Ministry of Labor. Thus, the inter-ministerial cooperation links were lost, which were strictly necessary for implementing a unitary package of measures for covering a wide profile of needs. The proposed strategy lost its attraction power for the social stakeholders in supporting an efficient public-private partnership through the participation of the NGOs, and its persuasion power over ministries so that these would cooperate with one another, as well. Its finalization was halted just before "the final stretch". Hence, the implementation phase, as conceived initially, ended in failure. Perhaps, therefore, also the measures implemented at regional and community level showed only a weighted impact in increasing quality of life. At the level of actual, visible changes in the situation of the beneficiaries, the outcomes were lower than the ones foreseen initially (CASPIS Report 2002). In

fact, the **CASPIS program** was unique in its scope and one of the best among the post-December social policies. Unfortunately, also this Program, halted almost in its implementation stage, was added to many other objectives of the social policies that were nicely claimed in the initial governance programs, but frequently forgotten underway. Gradually, they were even abandoned completely by the government.

Over the last years, the concerns of the European Union regarding a global vision of social policies increased, focused on inclusion, cohesion, equality of chances, and social justice. Concomitantly, major interest was registered also for improving/refining the European statistical databases regarding the formulation and compliance with a common methodology for member-states in *surveys and social surveys, as regards social protection and assistance. The creation of new social indicators on inclusion, social justice, happiness, satisfaction with life, etc. allowed for better and more precise analysis of social issues, by providing possibilities of comparing social policies within the EU countries.* Thus, a first set of common statistical indicators for social inclusion and anti-poverty policies was established based on the approval of the heads of states and governments, within the European Council from Laeken from December 2001, and on the request of the European Council for Social Protection. The databases were improved thereafter gradually on subgroups of indicators, on open methods of coordination and monitoring social policies, and reports focused on country progresses within member-states. An eloquent example in this context: A new source of European data **SILC (Social Indicators and Living Conditions)** launched in 2003 based initially on the amicable agreement between EUROSTAT and six member-states of the EU (Austria, Belgium, Denmark, Iceland, Luxembourg and Norway). For better/extended comparability of the European states in the social field next to incomes, also the living conditions were included in the data gathering. Data gathering had also a legal basis stipulated in the EC Regulation no. 1177/2003 of the European Parliament and the Council. The gathering of these data was launched officially in 15 member-states in 2004, and was extended subsequently to 25 EU countries, in 2005. Romania joined the EU-SILC database in the year 2007. (Other member-states joined even later than Romania, some in 2010, and Serbia in 2013). The data collection methodology of EU-SILC refers to both a cross-sectional and one longitudinal dimension. This new source of statistical data helps in the properly capturing the social assistance and protection situation within the EU countries providing data according with the requirements as foreseen initially. Additionally, higher accuracy can be ensured in the sphere of social protection and assistance, in their comparative analysis. In the SILC database is included a clear methodology for determining the income available to households by aggregating all monetary incomes received from all sources by each member of the household, and after the deduction of taxes and social contributions paid for a one year period of reference. Beyond the specifications and very sophisticated technical calculations,

as regards the SILC database methodology, it provided an opening towards the complex understanding of the importance of all incomes, but also about the role played by the non-economic, social factors in comparing the social situation within the EU countries. Currently, in the context of the Europe 2020 Strategy, the EU-SILC statistics are important sources of reference for the comparability of incomes, and of the living conditions in the member-states. These have increased impact in evaluating and monitoring the social inclusion process. It should be mentioned that, in this context, a **multidimensional profile of poverty regarded in its dynamics** is taken into account. The integrated aspect of the data provided by SILC results from indicators combining the poverty risks rate, the rate of severe material deprivation, and the share of individuals in households with low labor intensity.

Within the Europe 2020 Strategy, a shared objective of the member countries is the one regarding social inclusion, by diminishing by at least 20 million individuals the numbers of those exposed to poverty and social exclusion risks for the whole EU, as compared with the year 2008.

Within the anti-poverty strategies, social statistics record, as a rule, the state of the population as regards poverty and its risks for the population preponderantly from the incomes' perspective (monetary poverty, and inequalities as regards incomes). The comparison of the living standard in the EU countries is based on GDP per inhabitant. It is known that this expresses the wealth of a country in monetary terms, but says much less about the income distribution aspects within a country. Moreover, it does not provide any information about non-monetary and social factors with major significance for characterizing/defining the complex profile of the quality of life. In fact, inequalities in the distribution of incomes might develop mechanisms and incentives for improving the situation of the individuals by means of various other forms of improving them, than the strictly monetary ones. For instance, shaping new competences by innovation, by focusing on work and access to new personal performances, etc. However, frequently, inequalities at incomes' level are considered as directly linked to poverty. In turn, a balanced social inclusion policy with long-term stability must take account also of the role played by social-psychological-individual, and non-monetary factors for the types and size of income inequalities. In brief, these must be present in the anti-poverty and social inclusion policies, with their function of diminishing risks originating from high-income inequalities. On one hand, in the framework of the active policies for diminishing gradually the income inequalities, instruments might be found, non-monetary forms of lessening/diminishing these inequalities by new mechanisms for mitigating the major issues generating marginalization and exclusion. These could refer to innovations in career, to shaping some serious work habits/abilities that support active orientation towards work culture, incentives for intense focus on profession, new forms of education with long-term impact on monetary earnings, etc. (Stănescu, Căce and Alexandrescu 2011, Căce et al. 2010, Chișea-Onica 2015). Therefore, inclusion policies, and social justice and equal

opportunities policies have as basis complex, composite indicators that indicate the social risks of marginalization, poverty thresholds, the intensity of poverty, and actual forms of exclusion, etc. These are differentiated on types of activities and categories of beneficiaries depending on the needs' profile. In this respect, efficient measures of reducing income inequalities and of diminishing marked social polarization will be focused in-point on eliminating the actual forms generating risks: geographically isolated rural areas and economically disadvantaged areas. They will focus, as well, on the risks generated by the discrimination of some individuals and social categories due to lacking access to equal opportunities and changes of development, and by the elimination from the labor market of some social or age categories, etc. For evaluating/measuring these general trends within public social policies, new ways of data gathering and use have emerged based on specific researches and social surveys.

A relevant example in the context is the press release of the European Commission from 24 August 2016 about launching the proposal of the Commission as regards the emergence/drafting of a database that would allow timely (real time) use in the process of comparing member-states in the field of social policies. Marianne Thyssen, Commissioner for labor force employment, social affairs, competences, and labor force mobility, as well as for European statistics (EUROSTAT) stipulated on launch "Today we take an important step to modernize social statistics. Yet this is not about numbers, this is about people. Good policies start with good data. We need the most accurate information in the social field". The launched social indicators are the outcome of a modernization process of social statistics based on an agreement with all member-states. This agreement aims to publishing and transmitting timely data and their permanent update, modernizing the methodology of obtaining data after a common model for all member countries for better data comparability. This framework-project took account of seven surveys regarding households referring to

- "Labor force,
- EU statistics referring to incomes and living conditions (SILC),
- Adult education,
- Health,
- Information technology in households,
- Family budgets' surveys, and
- European survey over time use.

The project involves a global approach in elaborating some relevant synthetic indicators (measurable data) regarding social inclusion:

- Access to jobs for all
- Eliminating flagrant inequalities within the society
- Shaping competences on particular sectors,
- Social expenditures for covering basic needs".

(Source: Press Release of the European Commission from 24 August, 2016)

The project presented as example here, was framed within the **European pillar of social rights, for substantiating European social policies** based on sampling for increasing the relevance of the statistical results.

(Links: Memo/16/2868 Communication on the Commission’s proposal; free of charge Information Bulletin of the European Commission on the topic of labor force employment, social affairs and inclusion).

The new ways of collecting and using data from social surveys bring additional knowledge as regards streamlining and integrating sectoral social policies. Their joint force of action is visible in:

- evaluating the efficiency of sectorial social policies within the general context of the social system;
- the impact of sectoral policies on individual and collective welfare, on their sustainability within the future country models;
- the comparability of social policies based on a common model for evaluating the European countries.

One example of good practice in this case is the one of Ireland that focused on Integrated Programs for the recovery of mono-parental families. For the success of this program was used an interesting method called suggestively “better off calculation” (BOC) (Zamfir E. 2010). The imperative of this program was one supported actively first by ensuring a stable and friendly workplace for those in need – “From a culture of social assistance dependency to a work centered culture” (Zamfir E. 2010). This imperative doubled by efficient and rapid interventions ensured the harmonization of the main dimensions of the quality of life required for the psychological balance, while gaining, in time, economic autonomy. The measures were supported by precise calculations based on a set of aggregated social indicators capturing the family/beneficiaries’ needs in their close interdependence. In this instance, the most efficient factor and with the highest weight in rebuilding economic autonomy was related to identifying a stable job according to the skills of the beneficiary. Thus, the shift could be done from a culture of social assistance dependency to one of work.

“The European Commission finds that in Romania the cooperation is very low between the labor force employment services and the social ones, which made even more difficult the activity of the social assistance beneficiaries.” It was highlighted that “the NEET Youth Guarantee Scheme was insufficient and non-functional. Romania had to return to the European Commission over 30 million Euro from the financing of this program, as the funds were not used within active projects for youths’ employment. The recommendation for the business environment of the Governance Program 2016-2020 has as strategic objective diminishing unemployment among youths up to the 25 years of age, from 24% to less than 10% in two years, and below 5% in the subsequent two years” (Zamfir, E. and Precupețu 2018, 314).

Clarification: an integrated social policy implies a coherent development strategy under the form of a sustainable program for creating individual and societal well-being. It covers the main stages of the life course by monitoring and evaluation in the long term. From the initial stage of drafting up to measures' implementation:

- **Identifying the existing social issues** focused on the needs of the population, starting from the actual state of the social system, outcome of a **correct diagnosis**.
- **Setting up priorities** depending on the specific profile of needs and on categories of beneficiaries.
- **Accurate determination of the directions of actions and of the targets in achieving the objectives** proposed by actual measures of implementation.
- Relating permanently to the **European quality standards** as regards social support forms (benefits, occasional services and aids).
- **Identifying possible solutions** depending on the natural environmental conditions and on the material, economic and human resources existing in the given national and international context.

After 2000, the anti-poverty and social inclusion programs emerge as priority in the country development strategies. Unfortunately, they are displayed more as declarative intentions of public social policies, however, without being found in the plans for some active measures for supporting a structured country project/model.

In 2016, the at-poverty risk rate after social transfers depending on the most frequently exercised activity for the population aged 18 years and over indicate as the category of the most disadvantaged, with a high share by **50.2% the unemployed, followed by 41.8% represented by other inactive persons, without an occupation, followed by 26.2% from those not employed**. Employed persons are affected less by the poverty risk after social transfers, respectively 18.9% (see *Table no. 1*).

Table no. 1

At poverty risk in Romania after social transfers, depending by most frequent activity, 2016

	Total population	Employed	Not employed	Unemployed	Retired	Other inactive
EU-28	16.5	9.6	24.0	48.6	13.8	28.9
Euro area (EA-19)	16.6	9.5	23.9	48.7	13.0	27.8
Belgium	14.9	4.7	24.5	45.9	13.3	33.3
Bulgaria	22.0	11.4	32.7	54.6	24.7	32.3
Czech Republic	8.6	3.8	14.7	52.2	8.1	14.5
Denmark	12.5	5.3	21.5	38.7	8.8	34.5
Germany	17.1	9.5	26.6	70.5	18.0	28.8
Estonia	22.4	9.6	41.4	54.8	45.0	32.3

%

(Continued)

Ireland	15.8	4.8	28.1	40.8	16.1	30.7
Greece	19.9	14.1	23.6	47.1	9.7	25.4
Spain	20.7	13.1	27.4	49.2	11.2	24.4
France	11.9	7.9	16.4	38.4	7.0	27.2
Croatia	19.3	5.6	29.3	43.6	21.8	32.3
Italy	19.4	11.7	25.5	45.8	12.8	28.8
Cyprus	15.7	8.2	23.7	37.2	19.8	19.4
Latvia	22.5	8.3	40.3	55.7	41.9	29.8
Lithuania	21.0	8.5	36.0	60.5	30.6	35.2
Luxembourg	14.9	12.0	18.5	44.8	8.0	23.1
Hungary	12.9	9.6	16.6	48.5	7.1	23.5
Malta	15.5	5.8	26.0	45.1	21.0	27.2
Netherlands	12.2	5.6	20.5	44.1	9.8	28.6
Austria	13.5	8.3	19.8	47.8	12.2	26.5
Poland	16.6	10.8	23.1	47.1	12.3	29.6
Portugal	18.2	10.9	25.4	42.0	16.0	31.2
Romania	22.3	18.9	26.2	50.2	15.9	41.8
Slovenia	14.3	6.1	22.6	44.8	16.9	21.0
Slovakia	10.9	6.5	16.8	47.6	6.0	19.8
Finland	12.3	3.1	21.1	37.2	12.0	28.8
Sweden	15.2	6.7	27.7	50.8	17.9	42.9
United Kingdom	15.1	8.6	24.9	46.1	18.4	30.9
Iceland	8.4	6.5	14.3	27.1	9.9	15.2
Norway	11.8	5.7	21.7	38.0	10.1	34.0
Switzerland	13.7	7.3	24.5	38.1	26.0	20.3
Former Yugoslav Republic of Macedonia	20.1	9.0	28.7	41.1	7.1	29.4
Serbia	24.4	12.6	30.9	48.0	15.4	34.7
Turkey	18.0	13.7	21.7	37.4	4.5	24.1

Note: For persons aged 18 and over.
(1) 2015.

Source: Eurostat (ilc_li04).

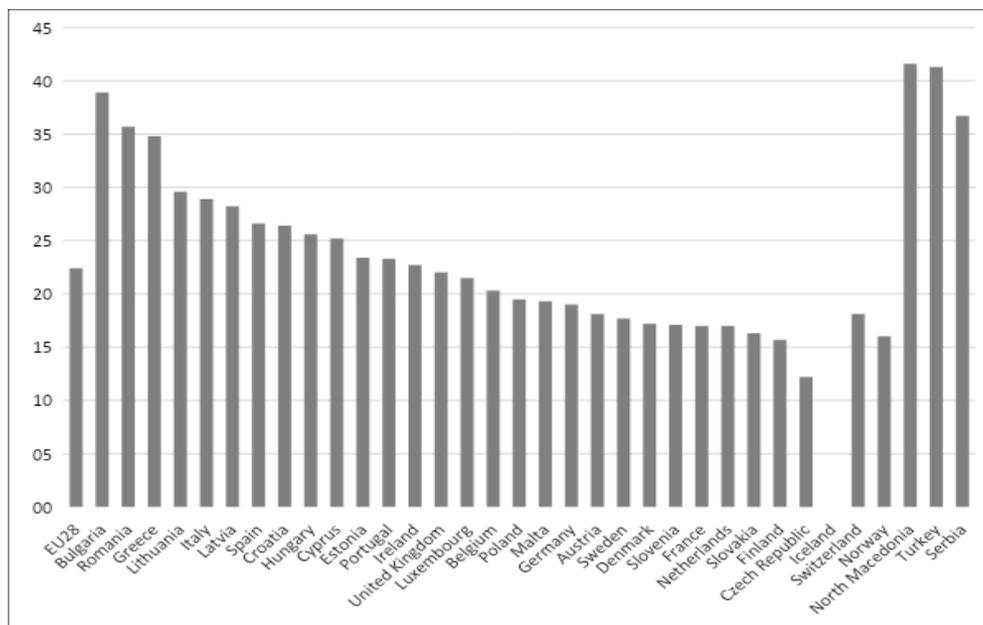
Hence, the importance of a stable job in agreement with the specialization of the beneficiary, an aspect underpinned massively in the literature (Barr 1994, Beck 1992, Giddens 2007, George and Page 1995). On the other hand, currently, in the modern context of employment policies the requirement related to labor force flexibility emerges frequently. It tests the ability of the individual to train rapidly for meeting the mobility requirements of the market. It is interesting to notice that the sociologist Z. Baumann emphasized that in the globalization process the requirements for labor force flexibility have also some perverse effects. While the vocation for a well-done trade and the passion for an in-depth learned profession vanish, the individual can easily guide himself/herself after the flexible, mobile demands of the market. In turn, the in-depth intricacies of serious specialization in

a certain field are lost, as are the habits for a job of quality. Even in 1997, by underpinning the critical position of the IMF and World Bank regarding the French and German models for creating flexible jobs, Z. Bauman stipulated that “the current obsession is with shattering the habit of permanent, uninterrupted, constant and regulated work – how else could sound the slogan of “flexible labor force”? The recommended strategy presupposes to *make workers forget what they have learned, not to learn*, irrespective what advices had to give the labor ethics from the glory days of modern industry” (Baumann 2012, 109). In fact, Baumann’s targets were the more general contradictory effects of globalization, and their impact on the work quality. “For some, “globalization” is something that needs to be achieved by all means if we want happiness. For others, the source of our misery resides precisely in “globalization”. However, it is a certainty for all that “globalization” represents the **implacable destiny** (our emphasis) towards which the world is heading, an irreversible process that affects all of us equally and in the same way” (Bauman 2012).

The EUROSTAT data place Romania among the EU member countries with the highest share of the poor population and exclusion risk rate (*Figure 1*) and people suffering from monetary poverty or low levels of expenditure (*Figure 2*).

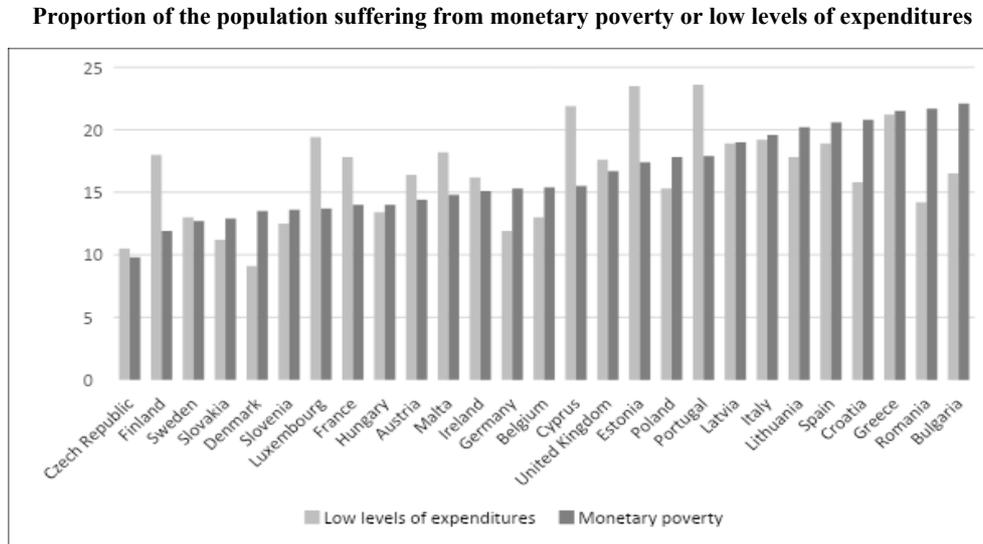
Figure 1

Poverty and exclusion risk rate, 2017



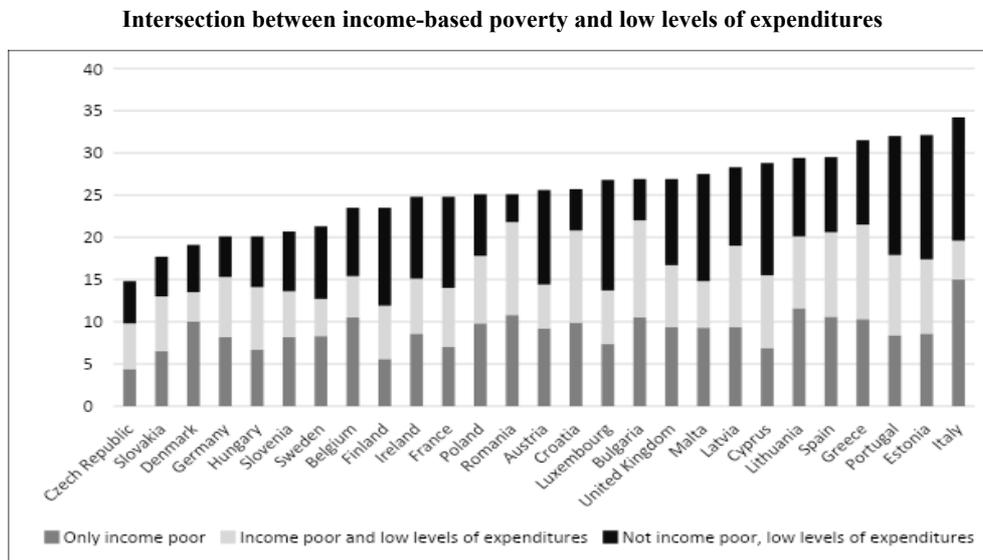
Source: Eurostat, 2019[T2020_50].

Figure 2



Source: Eurostat (icw_pov_01), 2017. https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Interaction_of_household_income_consumption_and_wealth_-_statistics_on_main_results#Data_sources_and_availability.

Figure 3



Sursa: Eurostat, 2019. https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Interaction_of_household_income_consumption_and_wealth_-_statistics_on_main_results#Data_sources_and_availability.

COOPERATION IN DEVELOPMENT PROGRAMS, SUPPORT FOR POLICIES' EFFICIENCY

Unfortunately, already at the beginning of the transition, the weak concern of the government is noticed up to almost flaunted disinterest for coordinating and correlating the transformative effects of the social development programs. Irrespective of their financing sources (from the budget, from European funds, from external sources, or donators, etc.), these developed as separate entities, without any common benefit of their effects for the communities and groups in difficulty. Moreover, the lack of a clear diagnosis and as starting point, the incoherence in formulating final targets and objectives, led also to inconsistency of the announced measures and implementation terms. Hence, right from the beginning were created huge dysfunctions in their geographic distribution. These were concentrated massively in the urban areas, leaving uncovered several disadvantaged rural localities. Often, their race for funds and access to better geographically placed areas led to unfair competition. In the absence of inception planning of needs on types of beneficiaries, and on their priorities for the disadvantaged communities, the programs developed haphazardly and grouped chaotically. They became repetitive and redundant in many localities. Their sustainability by disseminating outcomes was hardly achievable. Thus, their support assistance at local, regional and national level diminished to a great extent. In time, financial instability occurred as well in their development. Few programs from the ones supported by non-governmental funds were taken over by public institutions for continuation. The lack of synergy of the development programs led to the dilution of proposed objectives and targets for actual changes to the benefit of the beneficiaries. In fact, their synergy as always displayed by the official propaganda remained more just a simple wish for the Romanians. Their impact on community changes was almost impossible to evaluate and monitor. Hence, the redundancy of these programs at the level of public policies, many of them doubled by projects of other NGOs. Thus, they failed and did not have the expected effect in the life of the beneficiaries. The takeover of some good practice models by the departments, institutions, agencies responsible for public policies was much delayed and even poorly achieved. Often, in formulating the community development policies the close link of the causal, structural, and functional type between the social sectors and departments was ignored. Their mutual conditioning was disregarded in increasing individual welfare and quality of life. Instead of benefitting from "growing/evolving together" by social programs, paradoxically, we witnessed their artificial entry into a conflictual, competition-type state. The conclusion: due to their lacking cooperation, many of the social programs supported by public money, external funding and European funds failed to reach their finality (Pop 2005, 2014, 2017, 2019, Teșliuc, Grigoraș and Stănculescu 2016, Voicu M. and Voicu B. 2005). Their beneficial outcomes were not

disseminated/multiplied in the communities with problems, as it has been announced declaratively at the beginning. Their high costs were not justified either by the small changes brought to the community area. Additionally, the objectives of the programs became repetitive, their beneficial effects announced to the beneficiaries were watered down in time, and some were even lost. The lack of an all-encompassing vision in launching and developing some major programs of social development, and the impossibility of evaluating and monitoring them at local, regional, and national level was a shared feature of social policies both at the beginning but also in the present. Achieving a model of welfare in agreement with the European standards remains for Romania a core objective of the future social policies.

In fact, the configuration of the social policy models for delivering welfare should emulate the specific development requirements of each region, each country depending on their evolution conditions and stage. Therefore, in order to compare the social policies from the EU member countries, the initial point should be the actual analysis of the social protection and assistance system of each country at a given moment. The comparability of the systems would take into account both their different states/given times in the beginning, and the achieved models of welfare. In the systems' convergence theories it is stipulated that for achieving common development standards of the social systems, the economic, political, social, and cultural models of each country should be taken into account, together with their specific evolution forms. Only thereafter, and in a differentiated way, based on some access ways specific to the country's development level to reach convergence towards a common model of the intended society. The take-off points and the reference ones in social policies are conditioned compulsorily by the concrete analysis of the specific conditions, but also by a proper/clear diagnosis of the beneficiaries' needs. These are imposed, however not isolated, but in their totality as a well-structured "whole".

THE INSTITUTIONAL-ADMINISTRATIVE FRAMEWORK AND ITS IMPACT ON INTEGRATED SOCIAL POLICIES

Another main factor leading to inconsistency and inefficiency of the public policies in social assistance and protection consists in the instability and incoherence of the administrative-institutional structures of the Ministry of Labor (a ministry with organizational, control and monitoring functions of the policies in the field). The reform of the entire institutional-administrative system remained at the level of policy within governmental programs, but always postponed and unfinished (Pop L. M. 2005, 2003). The confidence of the Romanians in the government, parliament, political parties, in public institutions and ministries decreased gradually. In the absence of a modern institutional culture, these institutions proved their incapacity of solving the current issues of the Romanians. Therefore, over the last years, the surveys show weak creditworthiness of key

public institutions in relation to the requirements of the citizens. The lack of professionalism and amateurism in the institutional management encouraged the issue of some hasty normative and legislative decision documents, which were incoherent and confusing. These required several revisions or changes over time (see the Pensions' Law with all its revisions, controversies and vagueness for the past 15 years, see the Adoptions' Law with all its inaccuracies and vulnerabilities in the beginning, the Law of Child Protection, etc.). Hence, the rapid decrease in prestige of the basic institutions in the perception of the Romanian citizens.

With the small effects in time in changing the situation of the beneficiaries, and with a too high consumption of financial and human resources, the Ministry of Labor, one of the main ministries with social protection and assistance functions was subjected permanently to successive changes and even major restructuring. These were fluctuating, often made after models imposed from outside. The Romanian actual situation and specific needs were disregarded. As a rule, they were realized by huge projects with external financing (WB, European funds financing, PHARE, etc.), but also with foreign partners. The hasty and incoherent manner of organizing the administrative structures of the Ministry of Labor and Social Justice, the lack of clear regulations regarding their social responsibilities generated a more passive, disarticulated and costly policy. Hence, the poor chances of monitoring at institutional and macro-social level. The institutional-administrative construction was a rigid, inflexible one to the evaluation and measuring the impact of the reforms within the system on the situation of the beneficiaries. By distributing and fragmenting the responsibilities to a large number of agencies, departments, services, the administrative-institutional framework failed facilitating the correlation of all financial benefits with the individualized/personalized forms of the social assistance services, and of the community services. The institutional-departmental structures, with independent programs gained increasingly more autonomy. In their rush for financial resources, they entered even in competition with one another. The multiple forms of social assistance, even though high in numbers, were isolated completely from one another, divided and fragmented on agencies, institutions, departments, and services remaining thus inefficient in relation to the amplitude and complexity of the needs in their swift dynamics. In the process of chaotic, rushed and uncontrolled decentralization, the ongoing evaluation of social aids but also central, county and local monitoring were all lacking. The system of beneficiaries' qualification on forms of social assistance was not built correctly in agreement with the needs' profile. It was often done bureaucratically, formally and randomly. It was not started from a preliminary "social **enquête**" (survey) of the beneficiaries that would ensure proper control and the evaluation of the actual segment in difficulty. Hence, it was allowed for over-qualifying within the system of those who did not have the right, but also to under-qualifying large part of those who really deserved to be included in the system.

A simple administrative-institutional scheme of the Ministry of Labor refers directly to a dense, incoherent structure with many departments, sectors, autonomous social services, without cooperation and communication links between them. Without the legal provision of the obligation to cooperate between them, the development objectives, targets and actual plans of measures of the institutional structures are elaborated/designed independently. Thereby, control is inexistent in covering the complex and multiple needs of the vulnerable ones. The present organization and functioning scheme over time of the Ministry of Labor is illustrative in this respect.

INSTEAD OF CONCLUSIONS: CHARACTERISTICS OF AN INTEGRATED SOCIAL POLICY

- Beginning with the scarcity of material, financial and human resources in modern societies, an integrated social policy presupposes their balanced and responsible management. Last but not least, it assumes the commitment of political will for ensuring social justice, equal opportunities, lowering of social polarization and poverty, all necessary premises for social inclusion.

- An integrated policy supports evolutionary social changes by harmonizing/balancing the interests of the vulnerable groups and persons, without discriminating beneficiaries and their needs.

- An integrated policy is one of institutional-administrative structural stability, but wide open to innovation flexibility, to modern managerial construction (qualitative changes at administrative, legislative-normative and moral level).

- Being sustainable over time, an integrated policy ensures the continuity of the social reform process and excludes resuming it from the “0” starting point.

Thus, an integrated social policy emerges as “**synthesis**” of the multiple links between local, regional, community and national development social programs. Its focus on increasing on the whole the quality of life can be pursued by relating it to the stages of putting into practice the objectives and targets determined by sectorial policy at the level of:

- elaborating social policies,
- evaluating social policies,
- implementing and
- monitoring at macro- and micro level.

So, the measures proposed by the European Commission, in 2016, for Romania’s National Program regarding the sustainability requirements of economic growth are of high significance in this context. From Romania is required to associate economic growth with integrated active social measures for rendering efficient some social services in education, health, and youths’ employment. The proposal was to achieve a **socially inclusive economic growth**.

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Acest articol se concentrează pe influența multiplă ce o au asupra bunăstării individuale și societale atât factorii economici cât și cei sociali non-economiци, fapt ce a stimulat dezvoltarea unor indicatori compoziți agreeați, centrați pe specificul justiției sociale și al calității vieții. Armonizând teoriile psihosociologice, economice și politice, privind calitatea vieții cu bazele de date statistice (indicatori sintetici globali) se deschid astfel noi oportunități pentru corelarea politicilor sociale sectoriale la nivel global chiar din momentul proiectării lor. Astfel, indicatorii specifici au fost dezvoltați pentru justiție socială, oportunități egale și incluziune etc., în cadrul unor baze de date accesibile în timp real tuturor țărilor membre UE.

În fapt, prezența unor rezultate sintetice și a unor indicatori sociali agregați (incluziune socială, justiție socială, fericire etc.) măsoară impactul politicii sociale asupra bunăstării sociale/individuale și, de asemenea, cu privire la satisfacția față de viață a individului dintr-o comunitate (Precupețu and Voicu M. 2005, Zamfir E. and Magino F. 2013). Acești indicatori pot să măsoare nu numai starea curentă, simpla prezentare statistică a situației condițiilor de trai ale populației, dar și dinamica lor în timp, ca un proces continuu de schimbare și îmbunătățire aduse calității vieții.

Piramida nevoilor a lui Maslow, teoriile generale ale sistemelor, teoriile structuraliste și funcționaliste sociologice și antropologice, ca și teoriile moderne ale satisfacției cu viața devin borne explicative teoretice pentru sprijinirea de politici interactive și echilibrate. Mai mult, doar prin determinarea mutuală și relația intercondițională ale politicilor sectoriale susținute prin indicatori sociali multipli, schimbarea generală în timp a calității vieții poate fi evaluată.

Cuvinte-cheie: incluziune socială; grupuri vulnerabile; politici sociale integrate; indicatori sociali; calitatea vieții.

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