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MONITORING 2
Implementation
of the Act 448/2008 Coll.
on social services
in municipalities
and higher territorial units

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Abstract

Monitoring No. 2 Implementation of the Act 448/2008 Coll. on social services processed Institute for Labour and Family Research. The study is based on commitment going out from of the Memorandum of Cooperation between the Government of the Slovak republic and the Slovak Municipalities and Towns Association (Art. No 1.4) in addressing the impact of financial crisis on the Slovak society. By the end of August 2009 all the higher territorial units and 801 municipalities took part in the monitoring. Thereafter, the Department of Social Services stopped refilling the questionnaires from the local level for the final evaluation, since this would unduly prolong the period of processing the second monitoring report and the whole time monitoring mechanism as established by the Memorandum.

Comparing to monitoring No. 1 the material is more structured and allows for regional level some comparison of selected information for both monitored periods. It consists of three parts:

1. *Processing monitored data from the local level.* This section is divided internally into subdivisions:

1.A reference set of process variables for the period 1.1.2009-30.6.2009

1.B monitored indicators represented in municipalities

1.C average incidence of monitored indicators for an assessment per unit (Municipality/town)

1.D processing of selected indicators monitored by the type of municipality and region

2. *Processing monitored data from the regional level.* This section is internally divided into subdivisions:

2.A processing reference set of indicators for second monitored period (1.4.-30.6.2009)

2.B processing of selected implementation issues for second monitoring period (1.4.-30.6.2009)

2.C comparison of selected regional indicators monitored for both periods

3. The third section provides a *brief summary of the financial indicators / impacts for both monitoring periods.*

Key words

Social services, medical and social assessment, economic eligible cost, social services provider, social services client, financial contribution, education

Key findings

1. Local level

1.A Reference set of process variables

Overall the municipalities received 4 819 applications for assessment of dependency on social services, which was issued 8 403 reviews (4 334 medical and 4 069 social). It follows that during the period were 85% applications for assessment actually solved. Half the assessed persons had set VI. (28%) and II. (22%) degree of dependency on the assistance of other person, 17% reached III. degree. Most clients were assessed / notable for nursing services (45%) and care facilities for seniors (over 35%), the minimum number of reviews has been issued for the daily care stationary (only 24 reviews, 0,6 %).

For assessment activities (social and medical) was spent totally 190 553 €, representing a total of 20% of all expenditures at the local level, of which 64% were related to the social assessment costs and 36% to medical assessment costs.

Respite care service was provided in 46 cases, for what was spent almost 70 thousand €. Substitute care for dependents in case of Respite care services were provided primarily by nursing services (30 clients, 85%), nursing care facility services (5 clients, 11%) and facilities for seniors (2 clients, 4%). The most costly were services in nursing facility services: for 5 clients (11%) were spent nearly one-third of total costs (29%). From all cases when some new social services were provided in 99% that was over-night bed service.

For other types of social service providers have been incurred by a total of 206 250 €, including over-night bed services overall 92%. In terms of cost of another new social services per dependent persons, most funds were spent on low-threshold daily center (almost 424 € per person), at least for over-night bed service (approximately 37 € per person). The new social services have been issued more than 28% of all expenditures of towns and villages during the monitored period.

In 58 cases was provided social service in accordance with § 71 paragraph 6, while almost 53% were child-care services and 40% of the facility for seniors. In the remaining cases were given care in nursing facility services. To that end, it was spent a total of 16 030 €, of which approximately 92% of child-care services.

For 33 non-public providers monitored municipalities gave contributions to cover costs of dependency on assistance of another person for 856 clients and for this purpose was spent 269 855 €. Contributions were provided in 95% for nursing services.

Financial contributions to cover costs of client's dependency of another person for municipalities represented almost 28% of all costs during the period.

That was given 18 grants for non-public providers to cover operating costs, globally for 877 clients and for this purpose was spent 150 870 €. Contributions were provided in particular in relation to nursing services (more than 72%).

Contributions to the operation represented 16% of all expenditure for the first half of the 2009.

Overall during the period 177 staff persons from local government were trained, 80% in a position of caregiver.

Total expenditure on education amounted to nearly 70 thousand € of which 68% was for caregivers training. For education was generally spent 7% of the aggregated costs of cities and villages for the monitored period.

1.B Representation of monitored indicators in municipalities

We add to the analysis an information on the absolute frequency of individual monitored indicators that can provide detailed overview of activities being most often represented within the local level activities during the period. With regard to the minimum frequency of monitored indicators for some of the information should not be treated as a percentage.

Overall it was received 4 819 applications of medical and social assessment activity in 463 municipalities.

Highest number of municipalities mentioned in the reports issued by the social facilities for seniors (20%) and care services (18%) than in stationary daily (1%). For the social assessment activity there were spendings in 11% and for the medical activities in 23% of all monitored municipalities. In the review activity is the engagement of communities and the highest total points.

2,5% of all municipalities referred clients / notable and expenses for nursing services, 2% for over-night bed services. For other types of social services almost non-existent file with the engagement (1-3 municipalities in each of the monitoring indicators).

24 (3%) municipalities reported clients / notable in the economic eligible costs (§ 71 paragraph 6), most (15) in a facility for seniors.

Expenditures were reported only by 4 municipalities for nursing service and by 2 municipalities for nursing facility services. Financial contributions provided for non-public providers to cover costs for dependency on another person were reported only by 3% of all participating municipalities, particularly for the purpose of nursing services. Contributions for operating costs were reported less than 1% or less of all the municipalities.

Activities in the field of education showed a minimum number of municipalities. Most municipalities (2%) trained staff in position of caregiver and social worker and they had some related expenses only for this part of staff.

1.C Average incidence of monitoring indicators for an assessment of dependency on social services per unit

As we have noted among the towns and villages was very diverse range of various monitoring indicators related to social services. Therefore, we decided to include in the analysis and overview of the average incidence of the reference margin of one variable on the unit, which is a town or city (from a total of 801 municipalities / cities).

Per municipality for the first 6 months account for 6 requests for assessment of dependency on social services, 10 issued by the medical and social assessments at an average of 238 €, foran assessment was needed just under 24 €.

Generally that was issued for other types of social services by 136 thousand € more than compensating for social services for recipients. All new services in the period January - June 2009 issued an average of 345 € per municipality involved into the monitoring.

It is clear that municipalities have sought to provide social services primarily to its citizens in their own competence and reimbursements provided to other towns and cities there were minimal. To 1 client for the first half of 2009 under § 71 paragraph 6, issued an average of 286 € per municipality.

For the dependency allowance to help another person in self-service comprising over the period averaged an non-governmental provider for 24 municipalities. For contribution to the operation that was even lower incidence: a non-governmental provider accounted for nearly 45 municipalities.

On average, accounted for 1 municipality about a client, to whose municipality provided to non-governmental provider both types of contributions. For contributions to dependency on assistance of another person municipality provided for one client on average 337 €, where the contribution of the operation was on average 188 €.

According to documents supplied an employee, which would be included in training for the implementation of the new Act on social services, accounted for nearly 5 municipalities.

A municipality spent an average of Education staff amount of approximately 87 €.

1.D Monitored variables by the size of the municipality and region

The final section we focus on the analysis of individual indicators tracked by two variables: the size and type of cities and belonging to a region. The analysis will cover only medical and non-medical activities of the review - the number of reviews issued and costs incurred in this area. Other variables (providing new types of social services, reimbursement of the cost of another municipality to provide financial contributions to non-governmental providers, the expenditure on staff training) could not be analyzed as follows with respect to their very low (sometimes completely missing) incidence, and imbalances in the observed incidence of assessed units (municipalities).

Most (86%) municipalities were represented the size of 1-5 000 inhabitants, at least (2%) were over 50 000 inhabitants. 22% of all the participating municipalities belonged to Prešov region, at least (6%) to Bratislava region. Representation of other regions were relatively balanced (9-15%).

Nearly three quarters of all medical advices (73%) came from cities over 20 000 inhabitants, over half (53%) of over 50 000 inhabitants. Conversely, at least it was issued a medical reviews (only 1%) in villages to 1 000 inhabitants. Most (23%) were reviews of the Bratislava region, at least (less than 10%) were given medical advice on Žilina, Prešov and Trnava regions.

Three quarters of the assessment of dependency on social services (73%) were issued in cities of over 20 000 inhabitants. Only 1% of the social assessments were from the villages to 1 000 inhabitants. Most (20%) were reviews of the Bratislava region, at least (9%) of the Žilina, Prešov and Trnava regions. The incidence of the social assessments were issued inter-balanced than in the case of medical expertise.

Also based on previous findings that what was a municipality with more inhabitants, the focus of expenditure on higher-medical activities. 10% of total spending in this area belonged to municipalities to 5 000 inhabitants. Most (23%)-medical expenses are incurred by municipalities belonging to the Bratislava region, at least (8%) in the Trnava region.

Only 9% of total spending in this area were those who belonged to the size type to 5 000 inhabitants. Again most (29%) invalidity spending on social activities was spent in the Bratislava region, relatively high representation was in Košice and Prešov region, conversely minimum (1%) in the Nitra region.

2. Regional level

2.A Processing reference set of indicators for second monitored period (1.4.-30.6.2009)

Almost 96% of the total number of 2 566 applications for the assessment of dependency on social services were for social services homes, particularly in Nitra, Žilina, Trenčín and Banská Bystrický region. From a total of 2 204 medical assessments concerning dependency on help of another person 1 622 (74%) were for VI. dependency degree, 11% for V. dependency degree and nearly 6% for II. degree. To medical assessment activities that was spent just under 33 thousand €, particularly in Žilina (8 thousand €) and Bratislava (almost 7 thousand €) region.

The majority of social assessments (95% from 2 107) were issued for placement in social services homes, particularly in Žilina and Banská Bystrice regions. For activities of social workers providing assessment of dependency on social services were spent in total more than 77 thousand € what was more than twice in comparison to the costs necessary for medical assessment activities.

In the monitored period was given to 4 clients a new kind of social services, emergency housing facility in the Kosice region, for what the local provider has spent more than 1 thousand €.

Only Banská Bystrica (5 clients) and Trnava (1 client) regions pointed out that for ensuring social services rights (social services, home) the services of other municipality or higher territorial unit were utilised.

Economic eligible costs had just Banská Bystrice region, totaling nearly 13 thousands €.

Total of 3 non-government providers were provided with financial contributions to dependency on assistance of another person in the Bratislava region for 47 clients special home services (70%) and 20 clients home social services (30%).

Financial contribution to the operation was provided only in the Bratislava region for 3 non-public providers (2 special home services and 1 home social services) for a total of 67 clients (47 in special home services and 20 in home social services).

Overall there were 53 trained workers in 3 regions, of which 28 (53%) in Trnava, 20 (38%) in Kosice, and 5 (9%) in the Trenčín region. 88% of education costs spending in total more than 4 thousand € were paid by Trnava region, Kosice region paid 500 € (12%).

2.B processing of selected implementation issues for second monitoring period (1.4.-30.6.2009)

Problems according to the notes received from regions focused primarily to several paragraphs (such as § 8, 32, 38, 48, 92 etc.) and their draft solutions were placed to encourage an amendment of the Act. Mainly the problems in assessment of dependency on social services were noted.

2.C Comparison of selected regional indicators monitored for both periods

There was an increased number of applications for all types of social services in total 1 954 to 2 566 (about 612), most for home social services (about 540 applications). Overall it was given 2,5 times more medical expertise, particularly for the VI. degree of dependency from 662 to 1 622 appraisals. Medical expenses rose by almost 9 thousand € (for 30 thousand €), but the reimbursement of medical operations rose five times to 2 thousand €. Most social assessments were reissued for home social services, their number grew to almost double the 2 010 total 2 107 social assessments for April - June 2009. Given spending on social assessment activity declined by one third (from 120 thousand to 77 thousand €), although their number has doubled.

For the two periods only Kosice region has provided a new kind of social services - an emergency housing facility, the number of clients decreased from 7 to 4, spending fell by 85% to 1 000 €.

Generally the number of clients, to whom have been provided with social services, decreased from 62 to 6 (90%) within the second monitored period, particularly in social housing and emergency housing facilities. For the period April - June 2009 was eligible costs covered by self-governing region to another entity only by Banská Bystrica region and in the case of home social services (13 thousand €).

Total number of non-public providers, who have received financial contributions to dependency on assistance of another person, fell fourteen times (from 41 to 3). The number of financially supported clients fell from 534 to 67, mostly in home social services (95%, from 403 to 20 clients)

In accordance with the Act on social services were not provided any financial contributions to non-public providers.

From the original 62 non-public providers, only 3 providers in the Bratislava region received financial contributions in the 2nd monitoring period.

Of 1 126 clients in the first period was in the second period to 94% less clients (67 in Bratislava region).

Economic eligible justified costs under § 71 paragraph 6 were for the period January-June reimbursed by any region, excluding Kosice region, where in the first period for the 33 thousand € for the emergency shelter and housing was reimbursed.

Decreasing was shown in the number of educated workers, too (down from 297 to 53, ie 82%).

Expenditure on education fell by eight times (from 32 thousands to the 4 thousands €).

3. Brief summary of the financial indicators / impacts for both monitoring periods

Finally, there is a schedule table summarizing the cost associated with the introduction of new powers of municipalities and regions in the implementation of the new Act on social services for the first half of the year 2009.

| | Local level | Regional level | Overall |
|-----------------------------|--------------------|-----------------------|--------------------|
| I. monitored period | 973 017 € | 215 276 € | |
| II. monitored period | | 128 212 € | |
| Overall | 973 017 € | 343 488 € | 1 316 505 € |

As the schedule shows during the period for implementing the new responsibilities of the social services it was spent more than 1,3 million €. At the regional level it was in the first half of 2009 a total of 343 488 €, of which 63% (215 thousand €) in the first quarter and 37% (almost 130 thousand €) in the second quarter. Available resources do not interpret the causes of significant reduction in the second period monitored.

Of 801 cities and towns under consideration contains only 258 (32%) expenses for both monitoring periods. Overall, it is almost 1 million €, an average of 1 municipality, there were about 1 215 €, incurred in connection with the implementation of new tasks in the field of social services.