

# **INITIAL REPORT - PART ONE -**

**Creating an Observatory for Raising  
Awareness on the EU Social Inclusion  
Policy in the SW Region of Romania**

**Project 2004/VP005/10112**



## **1. STRATEGIC AND OPERATIONAL OBJECTIVES IN THE FIGHT AGAINST POVERTY AND SOCIAL EXCLUSION IN ROMANIA**

At the Conference in Nice in 2000, the European Council established that all the states members of the European Union should implement in 2001 anti-poverty strategies and strategies for the promotion of social inclusion. On this occasion, four global objectives were formulated, representing general activity directions which structure the outlook on the national plans of action:

1. Facilitating the occupation and the access of all those entitled to resources, rights, goods and specific services;
2. Preventing the risk of social, economic and cultural exclusion;
3. Helping the most vulnerable persons;
4. Mobilization of all the institutions and decisive factors in order to reduce the risk of poverty and exclusion.

These four objectives – global directions of action – represent the infrastructure of the National Plan for the Fight Against Poverty and for the Promotion of Social Inclusion in Romania - NPFAP.

Taking into account the special situation of Romania in the transition period, NPFAP includes a set of strategic objectives, expressing a specific conception on priorities for the next ten years.

## 1.1. Strategic objectives

The National Plan for the Fight Against Poverty and for the Promotion of Social Inclusion in Romania (NPFAP) defines the strategic objectives on two temporal levels:

- Strategic objectives on a medium/long term, during a ten-year interval: 2002-2012
- Immediate strategic objectives, during the present government rule: 2002-2004

### 1.1.1. What kind of society do we wish to build?

In order to establish the framework to the formulation of the NPFAS strategic objectives we need first to determine which kind of society Romania wishes to promote.

Objective: Creation of a prosperous society, economically, socially and politically active, with a high degree of collective and individual responsibility, socially cohesive and endowed with a high degree of opportunities for all.

Active: a society capable of social and economic development, able to fructify the opportunities and to face risks constructively and efficiently, able to continuously develop its capacities and activate the excluded, passives social segments, with a high risk of involution and dependence.

Socially cohesive: a high degree of social solidarity, in which all the segments socially excluded, suffering from multiple privations, should be minimized:

- elimination of the sources of social exclusion, discrimination, promotion of strong mechanisms of social inclusion
- providing for each individual a minimum decent standard of life and an access to social fundamental services

- a society without social and economic polarizations, in which differences are just and fair and stimulative, and not generating social tensions and conflicts.

Opportunities for all: a society in which each member be given real chances to actively participate in all the spheres of social life:

- economic opportunities – active and profitable participation in economic life
- opportunities for social and personal development: access to the educational system
- access to fundamental goods and services: a home, first of all, goods and services which are necessary for a civilized life, a safe and civilized social-communitarian environment, an unpolluted environment;
- opportunities for social and political participation.

Resuming these three characteristics – active, socially cohesive and opportunities for all – we can say that the model of society we want to build is that of an inclusive society.

## 1.2. Strategic priority directions on a medium/long term

Considering the model of society we would all wish to live in, the following strategic objectives will be taken into account. These strategic objectives are circumscribed to the sphere involving the fight against poverty and the promotion of social inclusion. These strategic objectives read as follows:

1<sup>st</sup> Objective: Complete eradication of extreme poverty

2<sup>nd</sup> Objective: Eradication of morally unacceptable social situations for a civilized society: homeless children, children abandoned in institutions, flesh trade, domestic violence,

neglected children or children abused by their family;  
development of a system of support for victims.

3<sup>rd</sup> Objective: Gradual absorption of the poverty of active persons and of those who have already ended the active life cycle (retired people).

4<sup>th</sup> Objective: Reduction of existent regional disequilibrium, revitalization of disfavoured regions and prevention of new regional disequilibrium.

5<sup>th</sup> Objective: Promotion of an inclusive society with a high degree of social cohesion.

6<sup>th</sup> Objective: Provide access to fundamental social services for all members of society : health, education, occupation and social assistance.

7<sup>th</sup> Objective: Investment in the new generation: provide decent life conditions for children and their access to opportunities of development.

- Eradication of the poverty of children within fifteen years (2017)
- Equal access to education: for children living in the rural area or in disfavoured social regions

8<sup>th</sup> Objective: Sustained support for the integration of young people into the adult life: young people should not be regarded as a problem, but as a crucial resource for social-economic growth:

- Increase opportunities of educational participation and of professional training
- Increase occupational opportunities
- Support for obtaining a dwelling place
- Opportunities for social and political participation

In order to realize each of the strategic objectives we have already mentioned it is necessary that we achieve the accomplishment of specific objectives in the sphere of individual and collective capacities/abilities

9<sup>th</sup> Objective: Completion and development of the system of social protection.

- Implementation of the national system of social protection.
- Decisive passage from the passive social protection to the make active individual and collective capacities.

10<sup>th</sup> Objective: Developing the capacity of national, regional and local authorities for the identification of social problems, for the development and implementation of social programs and policies, for the evaluation and monitoring of programs and policies.

11<sup>th</sup> Objective: Activation of communitarian forces, of collective initiatives and the development of social partnership culture.

## **2. PRINCIPLES AND CRITERIA OF ACTION OF THE NATIONAL PLAN FOR THE FIGHT AGAINST POVERTY AND FOR THE PROMOTION OF SOCIAL INCLUSION**

### 2.1. Principles

The principles refer to the “technical options” of the strategy: what type of structural approaches are used in order to achieve the suggested objectives. They represent the modalities of action which ensure a high degree of efficiency and sustainability of the program fighting against poverty and for the promotion of social inclusion.

#### *2.1.1. The pro-active principle*

A great deal of poverty and social exclusion, especially in their extreme forms, become self-reproductive not only because of the lack of minimum conditions, but also because of the state of passivity, resignation which are sub-products of the difficulties in life: adaptation by acceptance to the situation of marginality and poverty; degradation of abilities to face difficulties constructively and to avoid risks.

The activation must take place on several levels: rehabilitation of the capacities for social functioning, reinsertion in the system of economic activities, stimulation of participation to public life, development of capacities and implication in the construction of one’s own life, as well as one’s family life.

An application of this principle consists in combining the support for poor people and poor groups with actions of promotion of social inclusion.

The activation must have as a principle subject the person as well as the family and the collectivity. The development of collectivity capacities is vital, especially that of public authorities, to identify and diagnose in a correct manner the problems and risks and to develop efficient answers.

The fiscal policy could represent an important instrument of activation. Granting, some social benefits (reduction of taxes for families with children, for example) could encourage the economic activation in legal forms.

### *2.1.2. The responsibility principle*

There is no active orientation without assuming responsibilities. The modern society needs not only capable, active, highly-motivated persons, but also motivated persons, towards themselves, towards their family, their friends, their colleagues, their neighbors, towards their community.

A new public moral is vital to be consolidated: responsibility of each of us towards the problems of others, complementary with the responsibility of the collectivity towards its own problems and towards the difficulties faced by its own members. Persons who are socially sustained are not exempted from assuming the normal responsibilities of the collectivity members. They must contribute, by comparison with their own resources, to solving the collectivity problems.

### *2.1.3. Social support as an instrument of social inclusion*

Application of the activation principle and of the responsibility principle resides in a specific approach - that is - granting of social support. This is in accordance with the existence of the need of support, but in the same time this must be conceived as an instrument of activation and responsibility. The social support must not increase social exclusion and social marginalization; on the contrary, it must represent a motivating instrument of social inclusion. The one



who is assisted must not be treated as a child, but as an adult who is encouraged to become independent, to support himself/herself, but in the same time to assume his/her own responsibilities.

The development of the capacity of assuming responsibilities represents an essential component of the anti-poverty policy. Because of this, in the evaluation of any form of social support, the capacity of social inclusion must also be examined alongside the efficient response to needs. The differentiation between passive and active forms of support must be overcome or considered just as a simplification. We rather have to deal with a continuum in which forms purely passive of purely active represent limits, each measure having in fact different degrees of active/passive. It is important to rethink the entire system of social support in order to include in each of its elements mechanisms of activation and responsibility.

#### *2.1.4. The principle of the diversification of the forms of support under the form of complementary packages*

The experience we have has showed us that all forms of support present structural limitations, beyond which the appropriateness decreases rapidly. The most efficient approach is the development of a package of complementary measures: forms of direct financial support, of contributive or non-contributive type, indirect forms by fiscal advantages and financial forms combined with services.

#### *2.1.5. The principle of the integrated approach of the social protection system*

One of the limits of the classic status of welfare is represented by the fragmentary approach: accumulation of a great number of rights, especially in financial terms, making a rigid system of "accumulated rights" which can hardly be modified and which, by their rigidity, result in waste, injustice, paralyze the possibility for establishing flexible priorities. The

place of the fragmentary approach must gradually be taken by the integrative approach, centered on the problem, with possibilities of flexible planning of the support, by means of contextual priorities.

The fragmentation of the support finds its own expression and force in institutional fragmentation. Our system is excessively institutionally fragmented. Increasing its efficiency is conditioned by identifying the ways of institutional reintegration.

#### *2.1.6. The principle of personalized support*

From universally indistinct support measures we must gradually pass to highly personalized support packages, developed in a different manner for groups and for persons.

#### *2.1.7. Moving the focus from treatment to prevention*

Treatment is expensive and presents the risk of perpetuating the problem. To prevent means to develop from the beginning the capacities of a self-sufficient life and to face the risks constructively, but it also means to attack the major sources of poverty and social exclusion: criminality, alcohol and drug addiction, exploitation of the human being ( economic or sexual exploitation and so on), corruption. Corruption proved itself to be a global factor of pauperization of population and of weakening the performing economic system. Social reinsertion of delinquents must be completed with an action on the conditions that bring about poverty.

#### *2.1.8. The principle of inclusive approach*

Its purpose is the constitution of a support for those in difficulty, together with the development of the society which is present in an inclusive society. Situations of poverty and social exclusion must not be treated as accidents, having exogenous sources. They are, directly or indirectly, products of the present configuration of social organization. The risk of fighting without

hope together with the effects continuously generated by structural factors must be overcome by an action on the society itself. A more inclusive society is a society which produces less poverty and social exclusion and which has enough capacities to continue the development of programs for the prevention and absorption of exclusion situations.

Instead of the punctual approach of problems, representing rather a slightly efficient fight against the effects of much more complex processes, the social policy should get closer to a strategic approach of change and social development. The support of the unemployed person must be completed and gradually substituted by a policy of occupational increase, of creation of jobs.

#### *2.1.9. Avoiding the discrimination of the least poor in favor of the poorest*

It is important that the granting of social benefits to those who are very poor (beneficiaries of the guaranteed minimum income for example) should not lead to distortions in disfavor of those who are confronted, in their turn, with difficulties, but who, by their own efforts, have a slightly better economic situation. A social policy focused excessively on helping only "the poorest of the poor" increases the risk of accentuating the social exclusion of these persons and to run counter to the job moral and to the contribution to collective welfare. Thus is necessary that we achieve the balance between the socially non contributive support and the contributive support, and stronger bounds between these forms of contribution.

#### *2.1.10. The principle of investment in social and human development*

The development of Romanian society depends on the capacities of each of us. Children and young people should receive special care, since they are maybe the ones who have been the most adversely affected by the crisis of transition.

The investment in capacities includes first of all, the investment in education, health and social inclusion. The investment in social and human development represents the most efficient instrument of fight against poverty and exclusion, making up the component of prevention and recuperation by reinsertion.

*2.1.11. Overcoming the approach which is mainly focused on the opinions/needs of adults*

Restricting the social policy to the objective of poverty reduction, defined as an offering of a minimum necessary to the survival of the adult, perpetuates the poverty by the reproduction of poverty by future generations. Child poverty means not only lack of survival conditions, but it also means lack of growth and development conditions. The child's growth and development deficit transforms him in an adult with multiple handicaps in so far as regards the normal social functioning. The focus on the objective of poverty reduction is an approach which preserves its own problem. Moving out of the state of poverty means offering capacities coupled with opportunities.

*2.1.12. The principle of elimination of social-economic disparities, by equalization of development chances*

The Romanian society has been dealing in the last decade with an accentuation of polarization: to traditionally non-favored social groups (Roms, persons with handicap and so on) there have been added geographical disparities: economically degraded regions, departments with a high degree of poverty. The disparities village/town have especially increased. It is necessary that we do a radiography of rural communities in order to crystallize a complex program of village reinsertion.

### *2.1.13. Combining the economic and the social policy*

It is old-fashioned to think the social policy in adversity with the economic policy which has dominated the first years of transition. The convergence between them must be promoted.

A policy of healthy economic growth represents the foundation of any socially-inclusive policy, sustainable and capable to ensure a continuous growth of welfare.

At the same time, the social policy must be thought of as an investment in a high-level economy, socially and humanly sustainable. It goes without saying that there are great possibilities of economic programs in which objectives of social inclusion can also be included.

It is what we have called the social economy, included as another way of approach in the social policy of countries such as Denmark.

The principle of social economy imposes that some parts of the economy be organized in such a manner that, without reducing the economic performances, they become an instrument of social integration, of the absorption of exclusion and poverty.

This principle suggests the fact that, every time it is possible, the programs of economic growth should also include social objectives.

These social objectives are not objectives of socially passive support, as for example the maintenance/ artificial creation of jobs, but active programs: absorption in the occupational system of chronic unemployed people, of persons with disabilities. In the latter case, it is necessary that we create some special conditions, adapted to work, by compensation of productivity limits- protected workshops, and even completion of incomes from the social budget.

In this context, we could imagine social programs which should not only consume resources, but which should also produce resources, in their turn: participation to works of public interest of the beneficiaries of social support, grant of services for the community which does not have the necessary

resources (services of medical care for old people and for people with disabilities, looking after children, contribution to the creation of a safer social environment and so on). The law of the guaranteed minimum income offers an important resource for the development of such programs in communities.

The principle of social economy is to be found also in a marked social orientation of economic agents. The economic industry/enterprise assumes a wide range of social responsibilities, contributing in this way to the construction of an inclusive society.

The government Program for 2001-2004 establishes as a priority the arousal of economic growth simultaneously with the fight against poverty and unemployment. At the basis of the new policy stands the principle of equilibrium between the imperatives of market economy and those of social protection and solidarity.

#### *2.1.14. The principle of solidarity with those in difficulty*

Social solidarity, especially with people who are facing difficulties, represents the moral and value foundation of an efficient action in the fight against poverty and for the promotion of social inclusion. Not only the moral initiative should ground the solidarity, but also the dependence of the welfare of each of us on the welfare of others. Only a compact society can provide a lasting qualitative individual welfare.

#### *2.1.15. The principle of the integral use of development resources*

As a correction to the exclusive support on financial and public resources, which in their nature are severely limited, the current social policy is characterized by an active orientation towards the diversification of resources. New types of resources are included: financial resources of the collectivity and of different social actors, non-economic resources under the form of support for development and creation of

opportunities. The resources of persons and groups in difficulty are not to be neglected either. In all the strategies of communitarian social-economic growth, mobilizing the communitarian resources represents a key-component. The resources under the form of opportunities and capacities become crucial in the process of promotion of social inclusion.

*2.1.16. The principle of offering and gradually developing financial support according to the constitution of necessary economic resources*

The National Anti-poverty Plan must take into account the severe limitation of resources, both the financial resources as well as the institutional resources and the capacities of collective action. From this point of view, the current plan must be seen as a program of action on a long term, which is going to be amplified according to the increase of resources.

*2.1.17. The principle of partnership/participation*

In order to maximize the effects of social policy, NPFAP should include, at all its levels, partnership mechanisms: representative groups and institutions (unions, organizations of groups with risk and so on) should be involved in the process of projection of social policies; the local community, non-governmental organizations and , last but not least, the beneficiaries will be involved in an all-inclusive participative process. The beneficiary is not a simple client, but a partner, who, as a member of the collectivity, must be activated and together with whom the process of social support must be projected. The present – day experience indicates the fact that a system of efficient social support must be founded on a multiple partnership, in which the major role pertains to the collectivity itself, represented by the public, central and local, authority. The association of people which are confronted with social difficulties in order to be able to enter in dialogue with the other segments of collectivity represents a direction of action which must be strongly promoted.

By placing in the centre of the program of administrative reorganization the substantial increase of the prerogatives of local authorities, for Romania, in the current phase, it is vital that we achieve the development of local partnership for social-economic growth in multiple forms.

*2.1.18. Promotion of a culture of efficiency in social policy*

The public conscience is often astonished by the discrepancy between the vast proportion of some social programs, with a substantial financing, and the modest character of the results. The existence of programs and their financing, so often impressive, is not a guarantee for solving the problems anymore. The emphasis should be put more on the development of mechanisms for testing the efficiency of the programs, in all the phases of their progress. A new culture of efficient financial administration of resources is vital in this domain, taking into account the fact that the resources are severely limited.

At the present moment, the increase in efficiency of social programs includes two major organizational changes. On the one hand, the elimination of rigidities induced by fetishizing the gained rights. Social policy often tends to restrict itself to the administration, more or less bureaucratic of historically accumulated rights; this leads to a restriction of the flexible orientation depending on priorities and on the development of programs. On the other hand, the fragmentary development of the system has become an essential obstacle to its efficient thinking.

*2.1.19. The principle of promotion of work value*

An active society is, first of all, a society of work, which promotes, on all the possible ways, the dignity of work and rewards work equitably. If the collectivity assumes its



responsibility to support people in difficulty, it is a complementary duty on behalf of each person to work efficiently thus contributing not only to his own welfare, but also the collective welfare.

## **2.2. Priorities**

It is largely accepted that the lack of a clear system of priorities, which should guide the options, represents a structural source of efficiency waste. Though it is extremely difficult to identify satisfying procedures for establishing priorities.

The lack of explicit priorities results in the modeling of the system options by factors more or less random factors (example: this situation is best illustrated by the evolution of social policies in Romania in the past twelve years): pressures of different interest groups, pressures of different internal and external factors, past options which limit the freedom of present choices, parish rivalries and so on. The result is the assignment beyond any optimality of the severely limited resources.

Setting priorities is eventually a political act. But the political actors must be supported in the options they operate by a technical support as elaborate as possible. This is why the objective of the technical analysis is to offer a basis for the comparative evaluation of the utility, legitimacy, desirability, feasibility and adequation of the social programs/objectives.

### *2.2.1. The feasibility of the realization of an objective is an important criterion in the selection of priorities*

In evaluating the feasibility of the realization of an objective, unlike the feasibility of a social program, the direct and indirect costs become important in relation to the effort made until that moment, in relation to the structure of the legislative institutional space. The objectives are thus related to

a status-quo, without taking into account the importance of their value, the collective desirability or their legitimacy.

Such an unit index reflects the structural and financial costs in relation to a given context, without relating these costs to the expected benefits or to the negative costs associated with the non-realization of these objectives.

#### *2.2.2. The visibility and the concreteness of immediate results*

We wonder ourselves if addressing an objective leads to immediate, tangible results. If we allot funds this year will there be something visible at the end of the year? Such a criterion becomes fundamental when planning actions is not possible beyond a medium interval of time, or the legitimacy of an objective depends on the immediate results of an action/ or of a social program.

#### *2.3.3. Social costs of unaddressability*

Unaddressing an objective can lead to important consequences, or less important consequences, regarding the future configuration of the system.

#### *2.2.4. Priority relativity*

Applying this criterion doesn't imply a clear choice between remediation and prevention; very often, remedying is as important as preventing, from the point of view of consequences or from a financial point of view on long term. The choice in favor of one approach or in favor of use of some curative or preventive mechanisms are first of all grounded on valor assumptions.

#### *2.2.5. Direct impact*

If the realization/achievement of an objective has a direct, unmediated impact on a phenomenon considered by

society as unacceptable (e.g. extreme poverty or/and social exclusion), remedying a situation considered not just, then the establishment of corrective objectives will become a priority in relation to divers disequilibriums and social inequities.

#### *2.2.6. Activation of communities and increase of individual capacities to face extreme situations of risk*

To prevent does not necessarily mean to increase the capacity of the individual and/or the capacity of communities to face – by specific action strategies – an phenomenon considered as unacceptable, such as extreme poverty, or to face the poverty risk. To activate communities and to increase the capacity of the individual to develop life strategies more efficient in relation to this state or to the poverty risk can become – in more restrictive financial conditions – more important that to prevent. To prevent does not imply an activism and an assuming of the prevention costs by the individual or by the community, meanwhile this approach can prove itself more effective, but also more efficient from the perspective of costs and of the responsibility shared in relation to this.

#### *2.2.7. Significance and importance*

From this point of view we can formulate two sub criteria:

a. The average of poor people in the group which the respective program is addressed to. Let's assume that a program aims at a larger population, having in the same time a higher impact, for example, on extreme poverty. This doesn't necessarily mean that those in need are the majority in this target group, that is why such a criterion becomes relevant.

This criterion is associated rather with corrective actions, than with preventive actions, and although it is applied to risk groups, it can also be associated with preventive actions.

b. The multidimensional address of the accumulation of privations. An objective becomes priority if it addresses problems associated with more poverty dimensions, thus leading to protection, respectively to a higher prevention. If the achievement of the objective supposes the supply of minimum security or the access to fundamental social services in more domains (health, education, incomes, housing and occupation) then the objective can become priority.

#### *2.2.8. Simultaneity of addressability*

Such an approach can lead to the reduction of inequity between different risk groups with regard to the equal treatment of individuals in face of the same risk.

#### *2.2.9. Correction of existent institutional disequilibriums*

For example, “the development of active measures” can become a significant criterion given the conditions in which the Romanian social protection system develops especially passive measures of addressing the social problems and the social needs. In the same way, the criterion “implies the development/increase of the capacities of local public administration” can be extremely relevant taking into account the disfunctionalities induced by the decentralization process, and especially in the domain of protection and social assistance. “It assumes the legislative institutional alignment to the standards imposed by the “European Community” also becomes an extremely relevant criterion when the choice between different actions and objectives is necessary in the context of the European integration process.

*2.2.10. Addressability to the social groups whose situation is difficult to improve by economic growth*

According to the estimations on 2002, year in which an improvement in the situation of most segments of population has occurred, the situation of two groups continued to deteriorate: families with three or more children and peasants. This finding suggests that we need special measures of social support regarding these two social groups.

### **3. PROVISIONS OF THE PROGRAM OF IMPLEMENTATION OF NPFAP**

#### **3.1. Elimination of extreme poverty**

##### *3.1.1. Guarantee of a minimum income for each citizen*

Providing financial sustainability of the system of guaranteed minimum income (GMI) and of its normal functioning

- Maintain GMI at its real current value and its increase in expectation in order to ensure a minimum of subsistence.

##### *3.1.2. Provide temporary shelters for homeless persons/families*

- Elaboration and implementation of a program of construction of a network of temporary shelters for homeless persons or for those who live in misery
- Prevention of the evacuation from their own homes of poor families:
- accentuating the tenants' protection measures against abusive evacuation
- support for poor families over indebted to the payment of rent, in order to avoid the evacuation situations.
- juridical protection against swindles.

3.1.3. *Reduction of the number of dwelling places which offer inhuman, degrading conditions*

- Identifications of dwelling places which present inhuman/degrading conditions
- Launching of a support program for the construction of cheap dwelling places, even temporary shelters, for those who live in inhuman, degrading conditions
- A 25% reduction in the number of these dwelling places

3.1.4. *Constitution of a mechanism of financial emergency support for individual and collective disaster situations*

- Elaboration of a clear methodology of intervention in individual and collective disaster situations
- Development of a national system, with representation at a national/regional/local level, on the basis of a reconsidered philosophy of the ancient Solidarity Fund, which should provide for interventions in social emergency situations.

**3.2. Elimination of severe social exclusion situations and promotion of social inclusion**

3.2.1. *Improvement of access to medical assistance services*

- Universal access to a minimum package of medical assistance services
- Universal access to birth control and family planning services
- Provide medical support for mothers all along the prenatal and postnatal period
- Provide access of all children to medical assistance
- Access to medical services to regions and collectivities which are insufficiently covered on the map

- Reduction of illnesses and demises which can be avoided (reduction of maternal mortality rate, of infant mortality rate and so on)

*3.2.2. Ensure universal educational access to primary and secondary school*

- Complete elimination of educational non-registration
- Rapid reduction of withdrawal from primary and secondary school
- activation of school role in the community
- social assistance for families with problems
- offering facilities and gratuities in the acquisition of school requisites for the poorest
- providing secondary educational services: a free meal/ subsidized in school, in boarding schools in communities with problems)
- The absorption of educational deficit with young and adult generations by alphabetization/ completion of studies
- Increase personal, social and professional relevance of school by an accelerated reform of the educational content(s)

*3.2.3. Gradual generalization of participation to professional and secondary-school education*

- Diversification of offer in pre-university professional education (vocational schools and technical colleges, professional-technical schools and apprentice schools)
- An aggressive program in order to attract people to activities of completion of studies, focused on young people between 20-29 years old who have graduated only obligatory school or less. Reduction in the number of such cases from 5% to 2-3% until 2010.



- Increase of occupational and social relevance in the vocational education system.
- Increase opportunities of educational participation to secondary-school of children from disfavored groups
- Completing the reform of the vocational education system and that of the permanent teaching system

3.2.4. *Provide access to social assistance of all those in difficulty*

- Implementation of a national system of community social assistance services which will offer services of prevention/counseling/recuperation in the family and in the community: 2002-2003
- Development of specialized social assistance services, with a special focus on problems such as school withdrawal, juvenile delinquency, drug addiction, violence, sexual abuse and so on.

3.2.5. *Increase of occupational opportunities*

- Provide free effective access to hiring services, professional formation of all those who wish to become economically active;
- Creation of jobs by an economic relaunch and also by investments in public works and by stimulation of individual economic activities and stimulation of activities of newly- found enterprises;
- Promotion of special measures with a view to offering occupational opportunities to disfavored groups: Roms, persons with handicaps, women, young people with no experience in the work field, unemployed over 45 years old.

### 3.2.6. *Eradication of the “street children” phenomenon*

- Identification of street children and their being included in social protection systems
- Creation of centers for the social/family integration/reintegration of street children
- Taking-over monitoring and monitoring of children’s social/family integration/reintegration and of activities in institutions responsible of each street child
- Prevention of family abandon and prevention of children’s abandon in the street

### 3.2.7. *Eradication of cases reflecting lack of legal equality (lack of ID)*

### 3.2.8. *Assisting children in major risk situation ( victims of abuse, of neglect, of violence, of exploitation) in the family/ in the community*

- Creation of a system of identification/intervention/assistance of children in major risk situation in their own family, or at the level of communities – communitarian social assistance services
- Elaboration of a national strategy for the prevention/assistance of children in major risk situation in their own family
- Development of a juridical framework to deal with children in major risk situation in their own family. Development of institutional capacities (juridical capacities, Police, social assistance) in evaluating these cases.

### 3.2.9. *Social assistance for old people*

- Development of a system of social services for old people, in the family and in the community ( family services, day- care centers)
- Improvement of the service system in residential centers

### 3.2.10. *Improvement and diversification of the forms of support for handicapped people*

- Diversification and personalization of services for handicapped people
- Extension of the principle of inclusive education by increasing the participation to current education
- Reforming the system of residential institutions for severely handicapped people

### 3.2.11. *Prevention of traffic in persons, of children's and adults' sexual exploitation and development of the recovery capacity in victims*

- Increase efficiency of police intervention in the prevention and punishment of activities of traffic in persons
- Examining the opportunities of increasing punishments for traffic in persons' infractions and sexual exploitation
- Development of cooperation with public organisms from countries which attract traffic in people in order to identify infractions, but also to discourage sexual exploitation of persons subject to traffic in people
- Development of therapy/social assistance services and social reinsertion services of victims of traffic in people

### 3.2.12. *Prevention of social exclusion due to criminality*

- Identification of causes of criminality in Romania and development of an efficient legislative and institutional system in the criminality prevention by elaborating and implementing, in collaboration with The National Committee for Criminality Prevention, a National Plan Against Criminality
- An aggressive program of prevention of drug consumption and of recuperation of drug addicts
- Development of support services for victims
- Development of recuperation systems for delinquents by development of social reintegration and supervision services, with a special focus on children and teenagers.
- Extension of the spectrum of non-privative measures of freedom, especially that of the ways of execution of punishments in community and that of conditioned release
- Reform in the penitentiary system with view to the extension of opportunities for the qualification and training of convicts.

### 3.2.13. *Setting up a new legislation with respect to juvenile delinquency, based on the social inclusion principle: prevention/recuperation/social reinsertion*

- Modification of the legislation regarding the treatment of juvenile delinquency
- Development of activities of prevention of juvenile delinquency
- Communitarian programs for the supervision and social reinsertion of young delinquents
- Introduction of juridical training hours within the framework of educational programs (legislative culture)

*3.2.14. Support for the Roms with view to the increase of their opportunities of access to a modern and prosperous social-economic life*

- Monitoring of the implementation of the governmental strategy regarding the Roms as well as the extension of educational, housing, occupational programs
- Rehabilitation from the point of view of housing conditions, from the point of view of social services and of occupational opportunities in the regions inhabited by Roms
- Support for the cultural affirmation of Roms and the positivation of their collective image

*3.2.15. Program of prevention and fight against domestic violence*

*3.2.16. Fight against all forms of discrimination of women and promotion, in all domains and in all situations of the equality of chances*

- Sustain participation of women at a high level on the job market
- Prevention of the tendency to wage discrimination of women
- Prevention and punishment of all forms of sexual harassment at work, prevention and punishment of the forms of violence against women in the family and in the society, of traffic and sexual exploitation.

*3.2.17. Fight against all forms of ethnic discrimination and prevention of disruptions of social relations on ethnic criteria*

3.2.18. *Support for young people who leave the institutions at 18 years old in view to their integration in a normal social life*

3.2.19. *Increase the access to the act of justice of the poor or marginalized social segments*

- Introduction, after preliminary consulting and acceptance of some specific compulsory provisions in the legislation regarding the activity practice of public notaries and attorneys, consisting in providing free or reduced consultations for disfavored people

### **3.3. Gradual absorption of the poverty of economically active persons and of retired people**

3.3.1. *An economic policy actively orientated towards economic growth and increase in competitiveness*

- Inflation reduction; control of budgetary disequilibriums
- Increase competitiveness
- Reduce fiscality
- Increase investment rate
- Stimulation of autochthonous production by development of internal market, by a better valorization of internal resources, inclusively by the work force, by encouragement of small and medium enterprises
- Exploitation of the possibility of launching programs of public works whose results can be represented by an improvement of the infrastructure, an

increase in the number of jobs and a stimulation of horizontal production

- Reinforcement of financial discipline

### 3.3.2. *Stimulating the employment increase by qualitative occupation resulting in welfare*

- Increase in the number of paid jobs which are able to achieve the same level as in 1990 on a short term
- Rapid absorption of occupation in underground economy
- Complex programs of absorption of areas with severe deficit of occupational possibilities: economic relaunch of these areas together with draining the active population surplus and its orientation towards areas in development
- Occupational reinsertion of the unemployed on a long term
- Transformation of subsistence agriculture in a productive agriculture which can ensure a decent life standard
- Increase quality of individual economic activities paying attention to rural non-agricultural activities
- Increase occupational opportunities for young people: relaunch of the system of occupational preuniversity/vocational formation

### 3.3.3. *A wage policy oriented towards poverty reduction and occupational increase*

- Rapid increase of the minimum income in order to achieve a ratio between the minimum income and the medium income able to ensure the employment motivation, the respect for work dignity, as well as the reduction of risk of wage poverty

- Reduce workplace costs in order to sustain the economic relaunch, as well as the reduction of black-market work

#### 3.3.4. *Absorption of poverty with retired people*

- A gradual realistic increase of pensions
- Elimination of disequilibria/inequities inherited from the pensions' system, by acceleration of pensions' re-correlation

#### 3.3.5. *Control of the factors which adversely affect the cost of life*

- Prevention of monopoly prices constraint
- Reinforcement and extension of control on the quality of goods and services
- Energetic intervention in blocking the mechanisms which negatively affect, by abuse, the citizens' life: corruption, administration abuse, slow, expensive and incorrect justice, forms of swindling.

#### 3.3.6. *Prevention of environmental risks in order to avoid degrading the quality of life*

- Evaluation of the sources of environmental risks, elaboration of pre-disaster planning
- Conceiving a monitoring and warning system in case of natural disasters
- Measures of prevention and absorption of the negative effects of natural disasters (earthquakes, landslides, extreme meteorological phenomena and so on)
- Elimination of technological risks (explosions, fires, pollution, coal pit accidents) in urban/rural areas
- Monitoring of environmental critical areas (areas on the territory of which there have already been



registered higher values of the environmental quality factors by comparison with the standard norms)

3.3.7. *Strong reduction of criminality and corruption, considered as poverty factors*

- Reduction of small corruption which directly affects the poorest
- Delinquency reduction and support for victims
- Elimination of big corruption which adversely affects not only the budget, but also the collective welfare

### **3.4. Promotion of cohesion and social development**

3.4.1. *Avoid excessive social polarization with a special focus on providing a decent minimum income for all by comparison with the medium income*

- Elimination of excessive wage/salary polarizations
- Employment opportunities for all active persons
- Absorption of de-correlations in the pensions' system
- Rapid elimination of extreme forms of poverty forms

3.4.2. *A policy of equalization of social chances by increasing development opportunities for disfavored groups*

- Prevention of any forms of feminine discrimination on the job market
- Prevention of occupational discrimination with old people, young people at the beginning of their career, Roms, handicapped persons

3.4.3. *Increase investments in education and health, as factors of social development*

- Increase funds allotted to education and health, as percentage from the Internal Brut Product
- Increase school's social significance (reform of the educational system, increase trust in the educational system)

3.4.4. *Promotion of social cohesion by equalizing educational chances*

- Reduction of educational failure
- Increase educational opportunities for children from poor families, from rural areas and for Roms

3.4.5. *Improvement of conditions of young people's access to adult life*

- Providing a degree in education adequate to the requirements of a modern society
- Each young person should finish an educational cycle by obtaining a degree
- Creation of attractive occupational opportunities for young people
- Support for the obtaining of a dwelling place
- Opportunities for social and political participation

3.4.6. *Gradual absorption of the housing deficit, rehabilitation of precarious dwelling places and improvement of housing conditions*

- First of all, accentuated support in order to implement the national plan for the construction of social residential homes/ support for the construction of homes, especially for young people. Secondly, the program will positively affect the economy, and it will contribute to the flexibility of the job market and to the demographical drainage.
- Identification at a national level, especially in the urban area, of the public lots available for the construction of homes, with a view to their concession
- Re-orientation of the construction of dwelling places towards the urban environment. The implication of local authorities in the construction of homes in order to achieve a construction rhythm which is able to provide a satisfactory covering of needs until 2012.
- Stimulation and support of population to build houses, especially in the urban environment by offering a complete package of facilities and financial-banking instruments, so that the relation between urban and rural can be well-balanced.
- Correlation of the program for the construction of buildings with the opportunities of occupational increase, as a basis for stimulating the orientation of young people from areas with a chronic deficit of economic activity towards developing areas.
- Accentuated reduction of precarious housing conditions by the development of local rehabilitation programs/ or by replacement of sub-standard buildings: reduction with 50% of precarious dwelling places until 2012.

*3.4.7. Providing access to electricity for the disfavored population and electrification of isolated rural places*

- Connection to the electrical network of all houses in disfavored urban areas, which are degraded, so that till December 2004 all urban places are connected to the electrical system
- The quasi-elimination of the number of unconnected rural localities and increase to 98% in the number of households which are connected to the electrical network

*3.4.8. Providing access to drinking water and running water*

- Providing access to drinking water for the entire population, with a focus on poor communities/areas
- Providing access to running water for the quasi-totality of households in the urban communities
- Applying the National Strategy for a long term use of water resources in the interest of future and present generations

*3.4.9. Increase access to public utilities for disfavored categories*

- Rehabilitation of the system of public utilities supply and increase of access of poor urban households to public utilities
- Reduction in the number of population indebted to housing rates
- Relief the burden of poor urban population dependent on the collective/centralized system of supply of public utilities

*3.4.10. Support programs for disfavored areas and programs of absorption of poverty bags*

- Stimulation of economic activities for which there is a local, a national or an international market, by fiscal facilities and non-reimbursable borrows for profitable activities
- Stimulation of programs for communitarian development by offering facilities and grants, especially for locally initiated projects which respond to the needs of the community
- Absorption of poverty bags from rural and urban areas

*3.4.11. Revitalization of economic activities from the rural area*

- Encouragement of rural non-agricultural activities especially for the work reintegration of young unemployed by fiscal facilities and grants
- Restructuring and rendering efficient the agricultural activities by: encouragement of agricultural cooperatives, use of modern equipments in agriculture and spreading of modern agricultural and management techniques

*3.4.12. Providing development opportunities by improvement of the collective welfare infrastructure*

- Rehabilitation of transport and communications infrastructure by suscribing all localities to a normal social economic circuit
- Development of the infrastructure of schools, hospitals and cultural institutions

- Elimination of the disparities between communities with respect to the communitarian infrastructure, by improvement of the infrastructure
- Development of capacities of urban planning
- Development of the communicational infrastructure (TV, radio, telephone, internet)

*3.5. Providing decent life conditions for children and access to development opportunities*

*3.5.1. A more accentuated support for families with children*

- Increase of allocation to 10% of the medium wage
- Diversification of support services for families with children who present a higher vulnerability: families with a lot of children, single parent family, families with social disorganization problems, poor Romani families, families which live in poor conditions

*3.5.2. Increase children's participation to kindergarten education*

- Generalization of participation to compulsory early childhood education
- Increase opportunities of participation to forms of child care beginning with the age of two

*3.5.3. Increase the all-level educational participation of children from disfavored environment: rural environment, poor families, disorganized families, Roma families; educational participation of girls from the social segments which operate discriminations at the level of their educational participation*

3.5.4. *Increase health (conditions) with children and young people*

- Reduction of infantile mortality
- Reduction of children morbidity in the modern society
- Increase children's access to medical services
- Promotion of healthy life conditions for the children's development
- Education for a healthy life style and increase of access to sport

3.5.5. *Reduction in the number of abandoned children*

- Prevention of undesired pregnancies (by sexual education, family planning services and distribution of free contraceptives in risk areas)
- Reinforcement of support for families which present a high risk of abandon (families in extreme poverty, single parent families, poor families and so on)
- Development of the family counseling system

3.5.6. *Organization of a coherent and efficient support system for abandoned children which is able to ensure their normal development*

- An active and priority promotion of national adoption
- Development and improvement of the system of family fosters as a transitory system towards the reintegration of children in their natural family or towards adoption
- Promotion of family-like institutions, especially for children over 10 years old, children with a severe handicap or children with behavioral problems

3.5.7. *Special support for children who live in extreme poverty*

#### **4. THE MONITORING AND EVALUATION SYSTEM**

The monitoring and the evaluation of the implementation of policies in the fight against poverty and the promotion of social inclusion allow the pursuit of the activity progress and the measurement of the impact of implemented policies. Different institutions and organizations involved in the implementation of policies will offer us data according as they contribute to the unfolding of the process.

The monitoring and the evaluation suppose:

- Following the established reference points;
- Constant verification of their applying.

In general, we look for aspects referring to:

- Desired results;
- The process by which these results are obtained.

In the case of the National Plan for the Fight Against Poverty and for the Promotion of Social Inclusion, the monitoring and the evaluation deal with:

- the dynamic of social processes specific to poverty and to excluded social groups;
- the implementation of the national plan.

##### **4.1. Main objectives**

- Improvement of the capacity of the National Statistics Institute (NSI) to offer relevant information with respect to the poverty dynamic and to social



inclusion. The institutions which are involved are CASPIS and NSI.

- Development of the capacity of County Councils to monitor the dynamic of the relevant indicators and of the county plans at the county level. Institutions involved: CASPIS, County Councils, Local Statistics Offices.
- Setting up informational flows which aim to achieve the implementation of NPFAP. Institutions involved: CASPIS - The Group of monitoring, the Romanian Government, by its specialized Ministries.
- Financing programs/projects of pre-evaluation and evaluation of social programs for which teams of specialists will be hired. Institutions involved: groups of specialists and research institutes which have specialized in the analysis of target social groups and processes of NPFAP. For the final evaluations and post evaluations, the deadlines will be decided upon at the level of CASPIS, depending on the information existing in the data base and on the needs associated with the implementation of NPFAP.

For the progress of the monitoring and evaluation activities it is necessary that we set up a clear planning of the activities involved, of the means and of the necessary information. To systematically follow the evolution of poverty, of social inclusion, of the impact of multiple privations on society, as well as the results and the way to come to these results, we have defined indicators and we have identified institutions which can provide us with the necessary data. The monitoring group will administer the data base with the indicators which illustrate the dynamic of poverty, as well as the implementation of the anti-poverty plan. The set of indicators will be correlated with the relevant actors in the consultative process.

The quality of data offered in view of the monitoring and of the evaluation of the Plan for the Fight Against Poverty and for

the Promotion of Social Inclusion is extremely important all along the progress of the activity. The cooperation between CASPIS and the involved institutions in collecting and furnishing data is crucial for a better understanding and for a better definition of indicators, as well as for defining commonly accepted methodologies for gathering data.

The system of monitoring and evaluation will be verified and periodically brought up-to-date, once a year, in order to include the new social changes or the strategic reorientations of plans or policies.

#### **4.2. Actors and responsibilities**

Actors with a managerial role will be involved in the process of monitoring and evaluation at all levels. In a nutshell, the roles will read as follows:

- CASPIS monitors the implementation of the Plan for the Fight Against Poverty and for the Promotion of Social Inclusion and the dynamic of poverty by means of the Monitoring Group. CASPIS will focus on the monitoring of specific factors relevant the last two issues. NSI will have an important role to play by furnishing most of the data for the issues involved. We will also use data from global, sectoral or targeted sociological research.
- At the ministries' level the aspects accepted and included in the sectoral strategies will be monitoring. This way, the ministries and agencies which will be concretely involved in the implementation of the plan assume the responsibility for the collection of specific factors which allow them to have a normal progress in their activity. The data to collect and the periodicity of the collection and of the report are established by a commune agreement with the CASPIS

representatives for that specific sector. These data must be reported to CASPIS so that they ensure a periodical supply with information for the data base.

- For the programs implemented by the local public administration, the Town Halls and Local Councils or the Prefectures and the County Councils will constitute and implement the county monitoring programs. There will also be implemented the constitution of data relevant at a county level for the monitoring of the poverty dynamic and of the implementation of the national action plan, on the basis of the methodology elaborated by CASPIS.

Each level which implements one or more measures has its own form, and at the CASPIS level there are tables for all types of indicators so that the data base is permanently fed with data.

- general annual reports regarding poverty and social inclusion, written by CASPIS at the end of the month of April, 2003, 2004, 2005 on the basis of data offered by NSI during the month of March of the current year applied for the previous year.
- Sectoral/group reports, will be realized annually by all the institutions involved in the implementation of the anti-poverty plan, which will furnish data to CASPIS during the month of March of each year referring to the activity of the previous year.
- The final activity report at the end of one mandate, regarding the implementation of the anti-poverty plan, will be completed until January the 30<sup>th</sup>, 2004.

### **4.3. Indicators**

To monitor the state of poverty and social inclusion the following factors agreed upon at the level of EU will be taken into account

#### 4.3.1. Primary factors

1. The percentage of people with relatively low incomes, after granting transfers/social benefits ( the limit for relatively low incomes is defined as being 60% of the medium income), with a few details depending on:
  - 1.1. Age and sex groups
  - 1.2. Main occupation
  - 1.3. Types of households
  - 1.4. The ownership of one's house
2. Distribution of incomes
3. The distance between the medium income of persons with a relatively low income and the limit of relatively low incomes (overall/as % of total and on sexes)
4. Regional disparities from the unemployment perspective
5. The unemployment rate on a long term ( more than 12 months)
6. Number of persons who live in households of unemployed people (registered or non-registered)
7. The rate of school withdrawal (overall and on sexes)
8. Hope for life at birth
9. State of one's health perceived by each individual depending of the income level

#### Secondary indicators

10. Dispersion around the threshold amount of a relatively small income
11. The percentage of persons with a relatively small income, using a threshold a threshold with the annual fixed income
12. The percentage of persons with relatively small incomes before transfers (overall and on sexes)
13. The Gini coefficient (or Gini ratio)

14. The percentage of unemployed people on a long term (BIM definition) as total of unemployed people (overall and on sexes)
15. The percentage of unemployed people on a very long term (24 months and more) by the total number of unemployed people (overall and on sexes)
16. The primary school's participation rate (overall and on sexes)

The source of data for the indicators 1 - 3 and 10 -13 is NSI, by the Family Budget Survey. Indicator 9 will be expressed by the Survey of Household Life Conditions of NSI. For Indicators 4, 5, 6, 14, 15 data are collected and reported to NSI, by the Work Force Survey in Households and data registered by the Ministry of Work and Social Solidarity. Indicators 7 and 16 are also reported by NSI, on the basis of data from the Ministry of Education and Research. The indicator will be reported on the basis of data collected from the Ministry of Health and Family Welfare.

#### 4.3.2. Specific indicators

Complementary with the list of indicators presented above (endorsed by EC-Council in 2001), the system of indicators for the monitoring of poverty and social exclusion will also include a set of indicators which should convey the specific of these phenomena in Romania. These indicators will be built on the basis of the methodology of poverty measurement elaborated in 2001 by CASPIS in partnership with NSI, the World Bank, IEN, ICCV and the University of Bucharest. The final system of indicators will be finalized by consulting with the relevant actors. The core of the supplementary set of indicators, specific to Romania, will comprise:

- The poverty rate, on the overall population and with detailing on residential environments,

regions, sexes, types of households and age groups.

- The severe poverty rate, on the overall population and with detailing on residential environments, regions, sexes, types of households and age groups
- The depth of poverty, on the overall population and with detailing on residential environments, regions, sexes, types of households and age groups
- The depth of severe poverty, on the overall population and with detailing on residential environments, regions, sexes, types of households and age groups
- The severity of poverty, on the overall population and with detailing on residential environments, regions, sexes, types of households and age groups
- The monthly level of the Consumer Price Index, on the overall and separate
- The monthly level of the main types of population incomes (medium wage incomes, on total of economy and on branches, the medium level of pensions and so on)
- The self-perceived state of poverty (subjective indicators)
- Inequality indicators
- Infant mortality rate

For the monitoring of the implementation of the anti-poverty plan, specific indicators are presented separately, for each sectoral component, the effective results following to be reported annually by CASPIS, with a view to completing the data base, during the month of March every year, with the data for the previous year. The final sets of indicators will be finalized by consultation with the relevant actors.

#### **4.4. Data collection: data sources and data furnishers**

The main sources for data collection are the periodical surveys performed by NSI-Family Budget Survey (FBS), the Workforce Survey in Households (WSH), the Survey on Life Conditions in Households (SLCH), as well as other surveys performed by NSI. In order to complete the data obtained from NSI surveys other types of data will also be used, such as: Localities Data Base (LDB), sectoral data, data from the local authorities, local data from the social assistance network and special surveys of program ante-evaluation or evaluation of the impact of specific measures of the anti-poverty plan.

Special surveys are realized on certain excluded groups such as the roms, homeless people/families, street children, abused children. In order to provide a better data accuracy, these detailed studies will take place every third year.

Sectoral data are those which have already been reported periodically to ministries, the same as data from domains such as education, health, housing and occupation. The indicators collected periodically are completed with some other indicators which have been approved of by the process of consultation referring to sectoral activities.

Data from the local public administration and from the social assistance network refer to monthly reported information regarding the eligible persons and the beneficiaries of social measures/programs which target multiply-excluded individuals, families and groups. These kinds of programs are the guaranteed minimum income (which aims at the extreme poverty problem) and the secondary educational programs with an impact on health and education (subventions/coupons for a meal at the school's refectory) and so on. These data are going to feed the regional data bases. NSI is the main data furnisher, by its surveys. All existent household surveys address questions about household and individuals in different

ways. New indicators will be added in order to better cover the wide range of aspects comprised in the anti-poverty plan. At present, the NSI surveys furnish insufficient data for the monitoring of poverty and the sectoral implications of poverty. NSI's capacity to furnish relevant data for the dynamic of poverty and of social inclusion must be improved. The supplementation of surveys with sections and indicators is necessary in order to provide a better measurement of incomes and consumption, in order to diversify the modalities of emphasizing incomes and expenses by the inclusion of indicators which should be able to specifically cover these aspects (incomes and expenses) for specific categories, but relevant as to actors-enterprising in agriculture or in other domains. Moreover, the data offered by NSI must allow relevant analyses on regions and target groups, which should take into consideration relevant aspects in the domains of health and occupation. The current instruments of poverty measurement definitely suffer from the following deficiencies:

- The information gathered by surveys does not correlate with approved indicators, estimated in the National Accounts. This aspect suggests the fact that the information gathered by surveys refers only to a small part of household consumption (approx. 50-55% of the population consumption estimated in the National Accounts)
- The information on consumption and on population incomes is strongly affected by seasonality and by the disagreement between the reference period for the data collection and the frequency of incomes/expenses. This aspect can lead to errors of inclusion or exclusion in the category of poor people and thus to wrong estimations.
- The method of data collection must be improved with respect to (a) the housing allocation, (b) the rental value and the market value of lasting



goods and (c) the non-alimentary self-consumption.

- At present, Romania does not dispose of an instrument which can allow the correlation of population incomes/consumption with aspects which are related to life conditions , occupation and aspects concerning the labour market, the access to services such as education and health.
- The sampling methods which have been used until now are not very efficient. The sample volume is very high, but because of the method used, the estimations are subject to relatively great errors. Following the same idea, despite the sample size, statistic regional analyses cannot be realized.
- Household tests are not accompanied by instruments which allow the collection of data referring to the prices in the area in which the interviews take place or to the communicational conditions in that specific area.
- Because of the manner in which the test and the sample have been conceived, the data are available for analysis with a long delay compared to the moment in which the data have been collected. Because the representation is ensured only by the annual sample, the results are available only in the spring/summer of the following year.
- The inexistence of a regular practice of dissemination of primary data towards a permanent group of users, formed by representatives of the academic environment (universities, research institutes) and decisional factors (ministries and so on). These groups of users are a well institutionalized practice in most European countries.

- The existent instruments are not flexible enough to incorporate the measurement of effects of new social protection measures.

In conclusion, CASPIS considers that the elaboration of a new and more adequate instrument for the correct measurement of poverty in due time is necessary, simultaneously with the improvement of existent instruments. The projection of a new instrument will be realized by the collaboration between CASPIS, NSI, MDP, MMSS and by representatives of the academy and will take into consideration the lacks enumerated above and the necessity of the poverty dynamic analysis.

## 5. OCCUPATION

### 5.1. The evolution of occupation

In the 90s, the structure of population occupation essentially changed by comparison with the previous period. The transition to the market economy strongly influenced the degree of population occupation with respect to the volume, to the structure and determined the adoption of a new occupational policy. The workforce occupation has become one of the most tensioned areas of transition. Romania has confronted itself with a crisis of workforce occupation, on the terms of the economic decline installed in the past ten years. The privatization and the reorganization of the Romanian economy have significantly influenced the labour market, leading to massive dismissals and the emergence of unemployment. The economic involutions have restrained the occupational possibilities; the number of active working population, and the rate of activity as well as the occupation rate have decreased, and the unemployment rate has increased.

- The dramatic reduction of the number of wage-earners: from 1900 to 2000, the number of wage-earners reduced with 50%.
- The number of persons dismissed from the wage-earners system has been distributed in the following directions:
- They became unemployed. A substantial level of unemployment appeared in a short period of

time achieving 11,8% in 1999, and 10,5% in 2000, and decreasing to 8,6% in 2001.

- Some of them became pensioners, often before the legal period of time, which lead to an overloading of the social insurance system, without always result in an adequate relaxation of the labour market: a lot of pensioners cumulate the pension with the salary.
- The lack of 'true' jobs leads a lot of them to seek a source of income in the underground economy, with the costs and risks specific to it.
- Finally, some of them retired from an agricultural occupation, practicing rather a survival agriculture.
- The rate of unemployment with young people is rather high, because of the lack of available jobs. In past few years (1996-2000) there has been a reduction of occupation of very young age groups (15 to 24 years old) from 13,8% to 11,8%, parallel with the increase of the percentage, up to almost 10%, of persons who are more than 65 years old.
- The emergence of a large segment of chronic unemployed people. The BIM statistic data indicate that the medium period of unemployment tends to increase, varying on age groups. In 2000, this interval achieved 18 months, that is an increase with 2 months compared to the medium unemployment period registered in 1999; the same year, 51,5% of the number of BIM unemployed people had been dismissed for more than a year, and over 24% for more than 24 months.
- The total rate of population occupation (the number of employed persons per 1000 inhabitants) has continuously decreased.

- At the end of 2000, the activity rate, respectively the proportion of active civil population in the 15 year-old (and more than 15 years old) population, was of 52,45 and the population occupation rate, the proportion of employed civil population in the 15 year-old (and more than 15 years old) population was of 46,9%.
- The negative natural growth rate had negative effects on the work resources. On the 1<sup>st</sup> of January, 2001, the active population was with approximately 1,200 thousands fewer than at the end of 1990, when it counted 10,840 persons.
- There are no major discrepancies between sexes from the point of view of occupation. The employed population is sensibly prevalent in masculine population (about 54,0% are men). In the last 5 years of the past decade, the role of the feminine workforce increased in the domain of economic activities.
- The reduction of employed population was a phenomenon present all over the country, with a difference in scope and in depth varying from one region to another, from one county to another.
- Following the reduction of the population activity rate, there was an increase of economic burden which is incumbent upon each employee, expressed by the proportion of economic dependency, calculated as a ratio between the number of unemployed people (inactive and unemployed) which revert to 1,000 employed people.
- From qualitative point of view, the workplace offer has also deteriorated. The percentage of workplaces which do not require qualification has rapidly increased while the percentage of

workplaces which require a specific qualification has decreased. Thus, the unemployed people with medium studies represented 24,7% in 2000, almost double the percentage registered in 1991. The percentage of unemployed people with superior studies has fluctuated during this period between 1,5% and 3,2%.

- The qualitative deterioration of workplaces has led to a more accentuated erosion of incomes from economic occupations.

## **5.2. The policy of occupation growth between 2002-2005**

The demographic sources of the quantitative workforce growth will be limited. The total population will decrease. The activity rate will slightly increase, as a result of the implementation of Law no 19/2000 referring to public system of pensions and other rights to social insurance, by which the period of active life will be gradually prolonged for women from 57 to 60 years old and for men from 60 to 65 years old. The Romanian Government pays special attention to the superior valorization of human capital, by the professional training of employees, as well as by increasing the work productivity.

The occupation evolution will be influenced by a few factors. On the one hand, the foreign investment flow will generate new workplaces. The small and medium enterprises also expect to have a positive contribution to the increase of the occupation rate, localized especially under the form of unsalaried work. On the other hand, the continuation of the process of reorganization and privatization will induce pressures on the occupation, generating new dismissals. In spite of a relatively high economic growth, the workplace market remains tensioned, especially because on the structure

divided on groups and professions of unemployed people, which is not identical with the economic requests. That is why the Romanian Government pays special attention to the requalification and workforce reconversion. As a conjugated result of these factors and as a result of the Government policy, the macroeconomic prognosis emphasizes the possibility for a strong reduction of the unemployment rate, from 10,5% in 2000 to 8-9% in 2005. At the same time, there is also possible that the work productivity significantly increase.

*5.2.1. The increase of access to and of the quality of occupation services and of professional training services of all those who wish to become active on the labour market*

The main services offered to workplace petitioners in view of the increase of occupation chances are:

- Informing and counseling regarding the career
- The mediation of vacant workplaces
- Professional formation which should respond to solicitations on the labour market

In order to achieve this objective, the following actions are taken into consideration:

- The extension in the number of information and counseling centers from the network of the National agency of Workforce Occupation, the modernization and the endowment of these centers with new specific work instruments
- The annual organization, at a national level of four types of workplace grants: a general grant addressed to all persons in search of a workplace, the grant for the graduates of educational institutes, a grant for women in search of a workplace and a grant for handicapped people.

- The elaboration of a mediation plan for each person in search of a workplace
- The electronic work mediation, by means of the Internet and the Electronic Service of Work Mediation, accessible at [www.semm.ro](http://www.semm.ro), where economic agents can announce vacant workplaces, and those who wish to be employed can consult the list of available offers
- The development and the modernization of the entire informational labour market system
- The organization of training courses according to the annual plans of professional formation, elaborated on the basis of short-term studies regarding the workforce necessities for specific sectors/occupations
- Granting a monthly non-taxable amount of money to people who receive an unemployment indemnity and who become again employees before the end of the unemployment period. This monthly non-taxable amount is taken from the unemployment insurance budget, in a proportion of 305 of the unemployment indemnity received in the month previous to the appointment, until the end of the period to which the persons were entitled to receive an unemployment indemnity.
- The promotion of occupational and geographical mobility by granting of bonuses, such as follows:
- The bonus of non-taxable appointment, equal to two brut minimum salaries in the country in force at the date of the grant, for the persons who become employees in a locality which is situated at more than 50 km from the locality in which these persons have their stable residence;
- The installation bonus, equal to the level of 7 brut minimum salaries in the country, for the persons who, in the period in which they are beneficiaries of



- the unemployment indemnity, are appointed to work in another locality thus changing their residence;
- Stimulation of the employees for the appointment to work of unemployed people by:
    - subvention of the workplaces;
    - granting credits in profitable conditions in view to the creation of new workplaces;
    - granting of different facilities.

*5.2.2. The creation of workplaces by economic relaunch, as well as by investments in public works and by stimulation of economic activities on one's own account*

- The allocation of important sums for the activity of creditation in profitable conditions for small enterprises; training programs and consulting programs in view to the increase of the technical and organizing capacity to subcontract production activities and services from the great enterprises or for the initiation of a business.
- Offering grants for the development of the private sector in agriculture, industry, tourism, the implementation of consulting and business assistance services represent measures meant to insure the creation of new workplaces for the absorption of unemployed persons.
- The subvention from the unemployment insurance budget, a several service categories, such as:
- public services of restoration and maintenance of the infrastructure, of making ecological and of realization of public utility works, organized by the local public authorities or by nongovernmental organizations, with the approval of the local public

administration, depending on the necessities and on the requests registered at a specific moment.

- Services which comprise child care activities at the household, ill people and old people care, challenged people care, organized by the local public authorities, non-governmental organizations and other organisms in the terms of the law.

***5.2.3. The elimination of all forms of discrimination from the labour market and the stimulation of appointment to work of categories of vulnerable persons***

- The increase of young people participation to the economic life by the start of the Program for the initiation of business incubators (pilot projects), aiming to offer help under several forms (counseling, information) for young enterprising people
- Offering equal chances to all young persons during the educational process and reorganizing the educational and training systems for young people; the development and the diversification of the non-formal educational offer to young people
- Facilitating the access of young people to information. The project of the Ministry of Work and Social solidarity "Information and counseling regarding the career" consists in the creation of a national network of information and professional counseling centers: 227 centers at the level of county and local agencies for the workplace occupation, 500 centers at the level of schools and of county centers for psycho-pedagogical assistance and 47 centers in the framework of County Center Boards for Sports and Young people, respectively of the city of Bucharest.

- The adoption of the educational plan at the perspective requests of the workforce market
- The Workplace Market has taken place at a national level since 2001, being organized by the National Agency for Workforce Occupation
- The graduates can profit freely from training programs, as well as from other measures from programs of international assistance mainly addressed to young people or which aim to the prevention and to the fight against unemployment (Leonardo da Vinci, RICOP, the Phare Program 2000 Economic and Social cohesion and so on).
- The adoption in 2002 of the Law concerning the prevention and the fight against social marginalization. By this legislative initiative the access to workplace is regulated, as well as the access of socially marginalized people. The employers which hire young people, on the terms of a solidarity contract, named insertion employers, sign conventions with the Agency by which the latter commits itself to monthly reimburse the base salary established the same day the young people were hired, but not more than 75% from the net medium salary on economy, communicated by the NSI.
- The adoption of measures which concern the professional formation by compensatory educational programs or by the second chance for those who have temporarily left the formal base education system.

#### *5.2.4. The increase in the percentage of active measures*

#### *5.2.5. The development of social partnership in the occupation promotion*

In view to the evaluation and monitoring concerning the workforce occupation, a comprehensive social partnership has been set up in Romania, the social partners being involved in the elaboration of policies and strategies for the implementation of different programs from the occupation domain.

#### *5.2.6. The improvement of professional formation*

- The improvement of professional and technical education
- The generalization of developing professional attitudes as a finality of all forms and structures of education
- The development of a system of counseling and of scholar and professional orientation
- The adoption of compensatory education programs or of programs which offer a second chance for those who temporarily left the formal base education system
- The implementation of the informational society by the educational system
- The development of the partnership educational system - professional system, in the context of decentralization of the educational system
- The anticipation of the necessary competencies, corresponding to the changes which are forecasted on the labour market.
- The improvement of continuous professional formation
- Removal of blockades from the adult professional formation activity
- Providing quality to formation furnishers (the elaboration of occupational standards, the authorization of formation programs, the evaluation of the formation results)

- The elaboration of annual formation plans by employers and unions, at the enterprise level, by which the employees will be given the possibility to participate in different professional training forms.
- Encouraging superior education institutes to multiply the continuous formation offer by postgraduate programs.

#### 5.2.7. *The unemployment reduction on a long term*

- The persons collectively dismissed, who present a high risk of becoming unemployed on a long term, profit from the following types of active measures: qualification/requalification courses; occupation - move services; creation of workplaces to the benefit of the community; assistance and consulting to start a business; services of local economy development; business incubators.
- The stimulation of persons in order to be appointed to work before the end of the period in which they are offered the unemployment indemnity
- The stimulation of employees, by direct subvention, for the creation of workplaces for unemployed people from disfavored categories. Thus, for unemployed people over 45 years old, the employers receive from the unemployment insurance budget,- for a period of 12 months- an amount of money equal to a brut minimum salary on the country, for each person employed in this category, with the obligation to maintain the individual work contract for a period of minimum 12 months.
- The financial sustain of the appointment of persons from the unemployed people category with view to the realization of communitarian public works.

- Determining the employees to identify flexible work forms, with part-time norms and with the possibility to maintain old people to work, as well as the possibility of progressive old people withdrawal from the workplaces they have occupied.
- The subvention of employers who hire, on an undetermined period, unemployed people over 45 years old and unemployed people who take care alone of their family. The employer will receive every month, on a period of 12 months, an amount of money equal to a brut minimum salary valid in the country, for each person employed in these categories, with the obligation to maintain the individual work contract for a period of minimum 24 months.
- The employers' verifying the application of the existent legislation, referring to the exclusion of discrimination of age criteria by removing all sorts of restrictions of age at the appointment of new workers.

*5.2.8. The increase of occupation for persons from disfavored categories, with the risk of being object of discrimination*

*5.2.9. The fight against work without legal forms*

## **6. EDUCATION**

Education represents a key element in the prevention of poverty risk and of social exclusion, and a key element to providing human development and promotion of an inclusive society.

The Romanian school system is relatively well coagulated institutionally, organized on modern bases, but it has been severely affected during the transition period, on the one hand by the maintenance of a chronic sub financing forms, and on the other hand by the shock transmitted by the disorganization processes which have affected the entire Romanian society. Moreover, it faces the challenge of adaptation to a society in rapid change. At the confluence between a society under the stress of multiple crises and a school which hardly finds the resources of answer to multiple challenges, there has been an erosion of the school participation significance, characteristic to the poor segments of society. In its turn, this is an important factor of poverty perpetuation and of social exclusion.

### **6.1. Key problems of the school system from the perspective of poverty prevention and of social exclusion**

- A high number of children are not at all comprised in the education system. These are children without ID (especially those from Roma communities), children living in socially disorganized families and confronted with extreme poverty, or children with handicap.

- Not finishing the obligatory school cycle, because of abandon and/or school failure. Extreme poverty and social disorganization, as main sources of abandon and failure, are amplified by the internal deficiencies of the school process.
- The degradation of the obligatory educational system performance.
- A gap, which is far from being absorbed, between the training offered by school and the requests of the Romanian society in rapid change. If the university system has adapted more quickly to the new needs of the labour market, the secondary education system, especially the vocational one, has not yet managed to offer an adequate response to the requests of the labour market which is itself under a huge stress generated by the economic crash. The school has not yet managed to offer the training necessary to a socially active participation, to avoid the appointment in the poverty cycle or in the social exclusion, to make up effective confrontations to face the new challenges: the increase of violence and delinquency, the drug consumption.
- A crisis of pre-university professional training, as a reflection of the decrease of demand on the labour market of people with medium qualification. The current economic crisis has not stimulated the professional training at medium levels, this deficit of school-professional training will adversely affect the economic relaunch. The nonparticipation to the obligatory post education is maintained at a rather high level. The proportion of young people who do not manage to place themselves around 15-16% of one generation.
- The accentuation of educational polarization which will become one of the most important future polarization factors. If on the one hand, the



participation to superior education has rapidly increased (approximately 25% of one generation attends university courses nowadays), the proportion of young people who withdraw from the school process before obtaining a final educational professional training has increased. The risk of young generation fragmentation in two segments is being forecasted: those who attend university studies and those do not even get to high school or to a vocational school.

- The accentuation of the inequality of school participation opportunities. The accentuation of social-economic polarization has inevitably deepened the inequality of educational chances. A supplementary source in the increase of inequality of chances is represented by the deepening of the rural/urban gap.

The school in the urban environment is especially confronted with severe problems: the precarious state of buildings, the rudimentary endowment with didactic material, the lack of didactic qualified employees in most rural areas, long distances to school, difficulties to participate to secondary education forms, predominantly established in towns, in the absence of sufficient residential facilities.

- Deficit in the interaction between the school and the community. On the one hand, the school has reduced its capacity to influence the family and the community, in order to develop a supportive attitude towards school participation, and on the other hand, the community still sustains school in a rather inefficient manner.

## **6.2. Vulnerable groups**

The main groups of school risk are:

- The Roms population, because of the accumulation of adverse conditions such as severe poverty and the persistence of traditional strategies to confront difficulties which lead to the unsustainability of school participation
- The families which face extreme poverty, and lack housing and elementary life conditions
- Families from poor areas characterized by important social disorganization/degradation processes
- Isolated poor rural areas with a low access to qualitative education, with a difficult access to secondary education
- Children with handicap: school unsubscription (rare cases), delays in subscription (cases of subscription after the age of 9 or ten), insufficient school education compared to their own possibilities.

## **6.3. Providing quasi-total subscription of the 7/8 year-old children in the school system**

- Identification of all 7/8-year old children with risk of not being subscribed to school and ensuring their subscription, as well as that of children who have surpassed the subscription period.
- A rapid solving of the cases of lack of children ID.

#### **6.4. The decrease of school abandon in the obligatory cycle towards zero in the next five years**

- The sustenance of the program free handbooks and school supplies for poor families
- Providing transport to areas with long distances home/school and where there are not qualified didactic specialists
- The exploration of possibilities to offer secondary social and educational services for children with high risk of abandon/failure: free meal, supplementary support for school preparation
- The increase of efficiency in granting scholarships
- The activation of the relation school/community:
- The increase of implication of the teachers in the relation with the parents and the community
- The appointment in schools from social milieus with high risk of social assistants
- The development of the relation school/local public authorities
- The increase of implication of communitarian social assistance services in the sustenance of school participation
- The improvement of the educational content in order to render it more relevant for the children:
- The increase in the percentage and the quality of disciplines applied to the economic opportunities of the area and to modern life
- Formation for the social life sectors which have become highly relevant: computers with their main applications, foreign languages
- The accentuation of children preparation for their functioning in an inclusive society
- The rapid modernization of learning methods

- A special program for the increase of attractiveness of school activities
- The increase of the school 'democratization' degree
- The increase of the chances of participation to obligatory post-university forms for children from disfavored environments, as a means to increase the school participation motivation.

#### **6.5. Relaunch of the post-obligatory education, with a special focus on the concept of technical and vocational education**

- Reconsideration of the philosophy of the capacity exam: it must not become a barrier for the continuation of education and no form of accentuation of differences of opportunities, but an ending of the obligatory school cycle which opens the possibility of subscription to secondary and superior education forms, inclusively for continuous and open education.
- The elaboration of a strategy of technical and vocational education, with a special focus on the support for the preparation for agricultural professions
- The increase of the percentage of vocational education in the post-obligatory education
- The development of some important components of the curriculum in partnership with the local communities. This must be practiced in the primary education system, as well as in the high school, technical and vocational education system.
- The increase of relevance for the social functioning of post-obligatory education: capacities for active social participation, promotion of the values of an inclusive society, for the prevention of modern

society risks: violence, alienation, delinquency, drug consumption.

- The development of capacities necessary for an economy based on knowledge
- The increase of chances of access to secondary education for children from disfavored areas (rural environment, Roma population, poor segments, persons with handicap)
- A specially oriented policy of social scholarships
- Residences for children from remote geographical areas, but also for those who come from families confronted with the lack of elementary life conditions

**6.6. In a ten-year period we will need to get closer to the situation in which all young people will have finished the obligatory school cycle with a professional specialization**

**6.7. Rehabilitation of the rural school system**

- Rehabilitation of buildings
- Modernization of educational conditions
- Providing a qualified and motivated teaching staff
- Providing transport for children who live at long distances from school

**6.8. Providing access to continuous formation**

- The development of programs for the correction of the young generation deficit in enrollment

(especially the generation between 16 and 30 years old) generated by the transition crisis

- Continuous programs for the correction of the education deficit generated by the normal functioning of the education system

#### **6.9. The increase of the school function of educational and professional orientation**

The efficient educational and professional orientation has a key role in the stimulation of learning motivation and in the formation of stimulative school routes. Thus, it is strong antidote against educational polarization.

#### **6.10. The promotion of the equality of educational chances as an instrument for decreasing social polarizations**

- The increase of chances of access to education for children from socially disfavored areas
- The development of an open education system, with educational chances through all life
- Support for the access to secondary education of children who come from disfavored environments: gratuities to course books and school supplies, social scholarships, boarding schools for children from other localities.

**6.11. The generalization of participation to the preparation year for the preschool education system**

**6.12. The promotion of inclusive education for children with handicap**

**6.13. The increase of the school capacity to promote social inclusion**

- The presence in the curriculum of elements of formation for an inclusive society
- The organization in school of programs of activities specially oriented towards the formation of social inclusion capacities.

**6.14. The increase of the personal and professional significance of school**

- Improvement of the school content and of the teaching techniques so that the attractiveness of learning increase
- The increase of the school implication in spare time activities
- The increase of the parents' implication in the school management and in school support activities.

## 7. HEALTH

### 7.1. Generalities

The pattern of the health state expresses the combined effect of distinct factors:

- The poverty, by the lack of financial resources, generates poor alimentation, precarious housing conditions, lack of access elementary hygienic conditions, inclusively to drinking water.
- The incidence of diseases directly generated by poverty -tuberculosis, anemia - has encountered a rapid increase.
- The school disorganization generates the abandon of the care for one's health and especially for children's health, unhealthy life styles, deficit of culture and sanitary education.
- In the past few decades there has been an increase of the incidence of diseases generated by social disorganization and the cultural deficit of an unhealthy life: social disorganization diseases, diseases due to the lack of respect towards the hygienic rules, alcoholism, drug consumption, tobacco, insufficiently forestallen accidents.
- Deficit of access to medical services.



There are three main sources to the limitation of access to medical services:

- The direct or collaterally economic involved costs which cannot be sustained by precarious financial resources of a very large segment of population. The medicines' cost especially represents an important source of the deficit of medical care.
- A certain confusion in the application of the law referring to the health insurance system, as well as the deficit of promoting the way of access to medical care determine some people from categories of high social risk not to profit in a practical manner from the necessary sanitary social assistance services. To this, we also add some vagueness in the definition of the minimum package of sanitary services to which the entire population should have access.
- The ambiguities of organization of the medical care system, coupled with limited resources, generate accentuated inequalities in the covering with medical services of some geographical areas (remote localities) or some social areas (poverty concentrations).

We can also identify the following aspects:

- The deficit of services for disease prevention and for ambulatory treatment. The reform of the health system relied upon the objective of changing the focus from hospitalization and expensive highly specialized treatment, to prevention and ambulatory treatment. This objective could not be achieved. It was something to be expected given the fact that in the severely limited resources allocation, the one who won was the highly specialized segment of

medical care, which had been severely ignored in the past and which also contains prestige specialists from the system. That is why the preventive and curative treatment in the community, has been neglected, passing through a rapid degradation.

- The vanishing of the medical care system based on territoriality has left no covering for several areas: rural areas, especially remote areas, poor areas and especially the socially disaggregated areas, Roma areas. The introduction of the family doctor system has aggravated the situation, destroying the territoriality system.
- Social groups with deficit of access to medical services
- families whose poverty is accentuated by social disorganization
- families with a lot of children
- Roms
- poor inhabitants of isolated rural areas who don't have money to move to the urban medical system.
- unemployed people and persons who don't have a constant income
- homeless persons

## **7.2. Strategic objectives**

*7.2.1. The development of integrated medicals services (primary assistance and prevention assistance, special ambulatory, emergency and hospital assistance) in order to increase the quality of medical care, as well as the realization of an adequate proportion cost-efficiency.*

*7.2.2. Provide access of all citizens to a minimum package of health services, by the clear solving of the situation of non-insured persons, as well as by that of the slightly covered areas.*

*7.2.3. The reconstruction of territorial social assistance forms*

- The development of coordinated networks of social, communitarian medical care at a local level, by means of the social communitarian assistant, midwives and hospital attendants.
- The creation of social medical centers in order to respond to people in high risk situation: pensioners, persons with handicap, homeless persons, victims of family violence.

*7.2.4. Improvement of mortality and morbidity indicators*

There will be 32 national programs unfurled and the network of public health services will be developed by changing the proportion of hospital-non-hospital sectors and by increasing the legal control framework referring to the use of money from national health programs.

*7.2.5. The increase of access to medical care for the segments of disfavored population: population from the rural area, from the poor segment, uninsured persons and so on.*

*7.2.6. The elaboration of a national policy in the medicine domain: the priority subscription of Romanian medicines on the list of free and compensated medicines*

*7.2.7. The sustenance of development for the sanitary culture by a wide range of means*

*7.2.8. The universal access to family planning*

*7.2.9. The prevention of mass transmissible and non transmissible diseases*

*7.2.10. The active medical supervision of the mother, of the child, of families with problems and of homeless persons*

*7.2.11. The creation of territorial preventive medical social services of public assistance destined to people with a high risk of disease, incapacity or dependency*

*7.2.12. The development of medical care destined to vulnerable persons in their own residence, stationary /or in day care centers, by social networks and in institutions with available beds by the territorial reorganization of units subordinated to the Ministry of Health*

*7.2.13. The reestablishment of the medical care /social assistance assistant specialty, comprising two poles: children care and old people health care*

## 8. YOUNG PEOPLE

Young people (between 14 and 29 years old) represent a segment of population which, on the one hand, has taken profit in the new opportunities offered the Romanian in the past 12 years, and on the other hand, has been subject to the massive transition costs.

8.1. The problems which young people (between 14 and 29 years old) are confronted with from the perspective of poverty prevention and of social exclusion

- The persons who face a poverty rate over the medium value. In the past few years, the young people poverty has accentuated. Many young people do not have financial independence and depend on the family incomes.
- An important percentage of young population confronts itself with precarious housing conditions. Most unmarried young people still live with their parents, and the married young couples cannot afford to buy/built a house for themselves.
- One of the most tensioned aspects which the young population is confronted with if the occupation situation: the unemployment rate amongst young people is higher than the medium unemployment rate.
- Many young people are tempted to search the solution to their numerous problems which they are

confronted with in emigration. In 1998, 77,2% of the total of those who emigrated were young people less than 40 years old.

- The degradation of young people educational situation is due to the lack of family resources for the financial sustenance of studies, especially for young people from the rural area and from disfavored segments.
- The increase of drug consumption, simultaneously with the decrease of age at which the young people become drug consumers. The highest percentage of drug consumers is registered with the group age 19-24 years old.
- The increase of juvenile delinquency and the decrease of age at which penalty facts appear. The prostitution and proxenetism, as specific forms of delinquency, especially threaten young girls.
- There is no policy for the stimulation/encouragement to family foundation amongst young people. The foundation of a family is often discouraged by the difficulty of getting a place of their own, the obstacles in finding a workplace, the low chances to secure goods of long-term use, the uncertain small incomes the young people can obtain.

## **8.2. Vulnerable groups of young people**

- Poor young people – have low incomes or no income and depend on their family. They come from poor families, from areas with a low social-economic growth. The risk to become poor is higher for young unemployed people, young married couples and young people reduced educational preparation.

- Young unemployed people – are more numerous than those with a reduced educational preparation; many young people, after graduating studies (even superior studies), pass through an unemployment period; sometimes, they work on the black market and they are excluded from the rights of employed people; the vocational training programs do not correspond to the needs on the labour market.
- Young people from the rural area – work in households, most of the times in their parents' family; they have no land of their own; they have low chances of qualification and specialization in new modern professions; they have reduced possibilities of learning foreign languages and using the computer; the graduates from the secondary school do not continue their studies, they remain unqualified and this way, they cannot get a job; the graduates from rural professional schools and high schools do not entirely manage to get a job in the city; they have no facilities to spend their spare time and have fewer opportunities of social and political participation.
- Young people with a low educational level - the abandon during primary school or after graduating secondary school, as well as the lack of qualification exclude them from the labour market.
- Young married persons – confront with the housing problem; they cannot get long life goods; they have small, insufficient incomes.
- Young girls – are subject to a higher unemployment risk; they become victims of the 'sex industry'; they are more and more economically dependent.
- Young people who come from social assistance institutions – they find it very hard to find a home and a workplace; they are exposed to a high risk of being attracted into the world of delinquency; they

don't have families to ensure their protection and those who have families cannot rely on them.

- Young people with delinquent and deviant behavior – are drug and alcohol consumers; they are comprised in the category 'street youngsters'; they are recruited by beggar networks, prostitution and pedophilic networks; the delinquents, after coming out of jail, do not benefit of resocialization and social integration programs.
- The young over gifted children - are vulnerable because of the difficulties they encounter on a material and social level, in the effort of affirmation of the exceptional qualities they have; they are subject to the emigration temptation.

### **8.3. The NPFAP objectives in the young people domain**

#### *8.3.1. The increase of young people's participation to the economic life*

- Development of information and professional counseling programs for young people.
- The modification and the completion of the current legislation with respect to the appointment to work of young graduates. The stimulation of young people's appointment to work.
- The promotion of non discriminating policies with respect to the workplace occupation by young women, with a priority towards young mothers
- Providing the necessary conditions to the requalification and professional conversion of young people temporarily out of the labour market.



*8.3.2. The increase of young people's social participation*

*8.3.3. The attenuation of the impact of risk factors which lead to young people's marginalization and social exclusion*

- The construction of social houses for young people, inclusively for young people from institutions and for young families with low incomes
- Free access to family planning methods
- Promotion of prevention programs against drug, tobacco and alcohol consumption
- Financing projects for young people in high risk situation: young Roms, young people from the rural area, from disfavored families, or young people from institutions, young people with handicap

*8.3.4. The increase of school participation, especially at a secondary and post-secondary level*

## **9. THE ROMANIAN SOCIETY – CONFIGURATION OF POVERTY AND SOCIAL EXCLUSION**

### **9.1. The transition: a new explosion of poverty and social exclusion**

At the beginning of transition, the Romanian economy was characterized by major structural distortions, with artificially developed sectors, dominated by rigid industrial complexes, which have disproportionately agglomerated the population in certain economic centers; large rural areas with a slightly developed infrastructure and old population; a population whose consumption has been sacrificed all along the ten-year period in order to compensate the chronically economic crisis.

The transition period after 1989, which appears especially confuse and disarticulate from the present perspective, has generated an accentuated poverty flow, with effects amplified by the social domain which had grown for 15 years weaker and weaker because of the socialist system crisis. The most important factor was, at least in the first phase, the economic crash due to its irrational configuration, but also due to the political strategy of reorganization and privatization which, on the one hand, induced a disastrous management, leading state enterprises to bankruptcy, massively engaging the state support in maintaining them functioning and, on the other hand, was incapable of ensuring a rapid development of the private sector.

We can talk of a real explosion of poverty, which has unfolded to all directions, thus emphasizing a process of

pauperization of most population, produced by the incomes' erosion as well as by the degradation of accumulations (especially that of the locative stock), and by the increase of consumption aspirations due to the contact with the mondial market and with the Western-European societies.

## **9.2. The extension of severe poverty**

An important collectivity segment is confronted with severe poverty. The persons living in this area are constantly victims of prices and crises rearrangements from different consumption and production areas. They integrate a permanent consumption deficit, hardly managing to face the daily needs; the stock of accumulated goods erodes, the severe income deficit does not allow its rehabilitation and renewal. The housing reparation need often generates severe crisis situations. The most eloquent example is the difficulty with which a large proportion of the urban population is confronted- that is the difficulty due to the rapid increase of the cost of public utilities: heat, hot water, water, electricity. Even if partially compensated for the poor, they will induce a considerable economic stress and could even lead to a crisis situation.

The strongest shock will probably be felt by those with incomes relatively higher than the compensation level, and who will need to pay more during winter time from their monthly incomes in order to cover these costs. The risk is that of the accumulation of immense debts, or massive voluntary or forced disconnections. The accumulation of debts, especially for housing rates, leads some families into desperate situations, the highest risk being that of losing the unique anchor to a normal life: one's own home.

Extreme poverty has been encountered with a severe explosion. Besides the situations with a high emotional impact – street children, homeless families, leaving in the street or near garbage dumps or in improvised miserable dwellings – a

great number of persons find themselves in critical situations which can lead them to be confronted with: debts accumulated to housing rates, with severe nourishment reduction, or the impossibility of access to minimum medical care in case of need. In this category are included several percents of the population.

The social exclusion is probably the process with the most negative social effects, due the vanishing of recovering capacities. Extreme poverty generates, by making permanent and reproduction at the young generation level, hardly reversible social exclusion. But other processes can also induce exclusion: criminality, as well for the authors as for the victims, the enlisting to humanly degrading criminal systems, street children, the evolution in closed collectivities, based on life patterns which are rather marginal in their nature, and block the capacity of fructifying the opportunities offered by modern life. There are some groups with a high risk of social exclusion: street children and street youngsters, young people who leave social hostels, families which lost their house, with low chances to ever obtain a dwelling with absolutely minimum conditions, disorganized families, families with chronic unemployed persons, alcoholism and drug –addiction cases; finally, a significant part of the Roma population which cumulates a wide range of social handicaps: low-quality education, lack of qualification, a history of nonparticipation to formal economy, many children, lack of land in the property for urban inhabitants.

### **9.3. The specificity of poverty and social exclusion in present-day Romania**

Poverty and social exclusion in Romania are not a marginal product of a system which functions efficiently, but the result of the system's failure: first, the profound crisis of the socialist project and then the strategic errors of the transition, held responsible for the disastrous economic crash and the deficit of the social compensation policy.

An industry irrationally and megalomaniac developed, subject to a process of reorganization and privatization which have not managed to induce relaunch, but rather definitivation of disaggregating; and which contains large areas in agony, with low chances of reconstructive privatization.

An agriculture which comes back to the private property, but with plots of land too fragmented an agriculture which lacks technology and capital, and faced with the demoralization and inhibition of cooperativization attempts. A village in which the economic activity is rather involving mere survival, incapable of efficient and competitive production.

A system of public utilities production which hasn't been reorganized or retechnologised, whose crisis entered an explosive phase after 12 years of transition.

A public administration, used for a too long time as an instrument of promotion of the socialist bankrupt model, which hardly recovers from the inherited complexes and the destructive suspicions, subject to continuous attacks of interest groups.

A society which frees itself of the illusions of the socialist model until 1989, but subject to new illusions generated by the naïve model of a society in which a sustained no regulated market economy is the wonder solution to all problems; a society which replaced the unbelievable illusion of an oppressive and primitive collectivism, feigning to justify an individualism which is illegal and amoral. Poverty and social exclusion in present-day Romania do not affect slightly integrated marginal groups in an efficient and organized

society, but large collectivity segments affected by the economic crash. The situation is especially serious with large groups, comprised in the process of modernization of the socialist project, but stopped at half-way and pushed back to social disorganization.

### **9.3.1. The persistence of poverty**

One of the advantages of Romania in transition was the fact that, at least at the moment of the first shock, poverty was rather in a transitory state, resulted from the income erosion. The poor people were placed immediately beneath the poverty threshold, the economic improvement could at the moment take some of them off the poverty state. In addition, the decrease in income was liquidated by a previous accumulation of goods. A factor with multiple positive effects was the sale at modest prices of dwellings in the state property to their lodgers, the quasi-totality of population becoming owner of their dwelling.

### **9.3.2. Poverty and degradation of social inclusion capacities**

The income deficit was not doubled as a rule by a deficit of capacities. Most part of new poor people had a reasonable educational qualification level and a history of participation to the labour system.

The prolonged economic crisis amplified a minimum income deficit, combining it with the deficit of capacities. After 12 years of economic shock, we add to the income deficit and to the erosion of accumulated goods, the negative cumulated effects of degradation/underdevelopment of capacities, which are more difficult to be absorbed. This often resulted in a process of disaggregating of the personal life, of the family, of the contacts with normal social life.

Maybe as one of the most severe negative effects, there appeared a new generation with a severe deficit of capacities of efficient insertion on the labour market: low-quality education, lack of qualification, lack of experience in the systematic economic activity. The impoverishment has aggravated by the conversion to persistent social exclusion, the consumption deficit being associated with the deficit of capacities, which in its turn, chronically poverty.

The impoverishment was accentuated by the increase of social polarization. After the first impoverishment shock of the transition, social polarization grew rapidly: the Gini coefficient, the standard measure of social inequality grew from 20 to 30.

Social polarization has not taken place only between different collectivity segments, but also between geographical areas. Economically degraded collectivities, regions and counties which have been more strongly affected by the impoverishment process.

#### *9.3.4. The mechanisms and the factors which lead to the explosion of poverty and social exclusion*

In order to have a clear outline of the nature of poverty, we need to briefly review the mechanisms and the sources responsible for the explosion of poverty and social exclusion.

- The rapid erosion of salary incomes due to the economic crisis, in number and in value.
- The accentuation of salary polarization, which, most of the time, doesn't express the differences of economic efficiency, represents an important source of impoverishment for a large segment of employed people.
- The reduction in the number of waged employment workplaces

- The incomes of those who resorted to economic activities on their own account have stayed under the sign of incertitude.
- The more rapid erosion of social benefits compared to that of salary incomes has led to an increase of economic polarization between the economically active persons and the persons dependent on social support.
- The disorganization of social control represented, together with the economic crash and the diminution of social support for those in difficulty, a factor with massive contribution to the impoverishment of population, even if impossible to be quantified.
- The reduction of the degree of covering population with fundamental social services.
- The confuse and disproportionate policy of reparations and especially of property restoring, has generated a tensioned political environment, has affected the economic relaunch and has nourished corruption and abuse.

#### *9.3.5. Groups with high risk of persistent poverty and severe social exclusion*

The following groups are in high-risk situations, and need to be subject of a strong support policy:

- Children in one of the following situations:
- children abandoned in institutions, in foster families or street children, with accentuated difficulties of normal development and insertion into the adult life
- abused/neglected children, victims of violence, exploitation, in their own family
- children living in extreme poverty conditions, with massive deficits of normal development



- Families whose members are confronted with chronically unemployment, the lack of occupational opportunities, often living in improvised miserable dwellings
- Families with many children which cannot provide a minimum of necessary life conditions for their children
- Women victims of household violence; victims of traffic in persons and sexual exploitation, who lack access to a dwelling and to normal occupational opportunities
- Economically crashed communities/areas, with marginal income resources from economic activities
- The poor Roma population

In conclusion, one can estimate that Romania is not confronted with a state of poverty/exclusion generated by an evolution in the parameters of a normal society dynamic, but with an explosion of poverty and social exclusion, generated by a strong cumulated crisis of socialism and transition, spread over an interval of more than 25 years. The fundamental risk is not represented by the extension of poverty, which is not too profound, but by its tendency to chronically, by the degradation of capacities and social-cultural life patterns.

The problem this strategy has to respond to is not only that of facing more or less marginal processes of impoverishment and exclusion, but that of absorption of disastrous social effects of an irrational socialist regime, followed by a confuse transition periods, in which important decisions proved to be wrong more than once.