



Raimonda Bikmanienė

**ECONOMIC EFFICIENCY AND EFFECTIVENESS OF THE
INSTITUTIONAL CARE SERVICES FOR THE ELDERLY
PEOPLE**

Summary of Doctoral Dissertation
Social Sciences, Economics (04 S)

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Vilnius „Technika“ 2005

**VILNIUS GEDIMINAS TECHNICAL
UNIVERSITY**

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Raimonda Bikmanienė

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INTRODUCTION

Thematic relevance. In the context of integration of the Lithuanian social service sector into the international social security system of the European Union where relations of market economy are getting more and more stronger, it is important to substantiate the trends and priorities for efficient development of the mentioned services. In order to ensure rendering of one of the types of the mentioned services – institutional care services – for elderly population not only by the objective structure and scope, but also to ensure sufficient funding thereof, it is necessary to identify the priorities and principles of efficient rendering of the mentioned services. Researches carried out in the European Union show that most of the goals of effectiveness of institutional care services (further – “the ICS”) for the elderly are short-term, driven to technical efficiency, where efforts are taken to render maximal quantity of services (of the definite quality) for the minimal ICS costs. However, the increasing need for these services in a result of new changes in the structure and values of the society is not adequate to public resources and does not ensure satisfaction of the ICS need either. As we can see from EU and Lithuanian experience, the old model of rendering of the mentioned services, which is based on the unified conception of the customers, is not a long-term model, as it does not meet the objectives of economic and social efficiency. Researches covered by this thesis demonstrate that potential to increase efficiency in relation to rendering of the concerned services has not been exhausted, i.e., there still are possibilities to bring more benefits to elderly individuals, which need such services most of all, using the funds more rationally and thus avoiding any extra costs.

Scientific problem. Empiric researches of the last two decades in the European Union demonstrate considerable changes in the sector of institutional care services. The state more and more tends to delegate responsibility for rendering or organization of the services to the community; competition among various providers of such services is being implemented in addition to varying models of funding and overview of the structure of the institutional care. The mentioned changes

are aimed at rationalization of the aforesaid services by means of minimization of expenditure and efforts to satisfy the growing need for such services. On the other hand, the concept of new social values is getting more and more strength: in the concept of institutional care, the goals of satisfying general needs of an individual are gradually replaced by the goals of satisfying specific needs (of personal care), while placement services, which incorporate the ICS, become a source for encouragement of personal independence.

Researches on economic and social efficiency of institutional care of the elderly are underdeveloped. Moreover, the efficiency itself is differently understood in the works of various researchers, usually laying the stress on rational allocation of resources. The aspect of ICS supply was more deeply analysed by N. Barr (1998, et al), A. Osterle (2001, 2002), issues of their content were studied by S.M. Geron (1991), P. Clark /A. Bowling (1990), B. Slagsvold (1995). In Lithuania, services of institutional care for the elderly in terms of their structure were analysed by L. Žalimienė (2001, 2002), demographic aspects of these services were explored by S. Mikulionienė (2002), their role in the poverty minimization policy - by R. Lazutka (2001, 2003); ICS as one of income sources of retired population were analysed by A. Šileika and A. Blažienė (2000). However, the issue of evaluation of social and economic efficiency of the ICS and improvement thereof has not been analysed and tackled in our country.

Subject matter of the research: economic and social efficiency of institutional care services for the elderly.

Research aim - analysis of economic and social efficiency of the institutional care services for the elderly, substantiation of the original methodology of estimation and trends of improvement of the researched services in Lithuania.

Implementation of the key objective included the following *interim tasks*: 1) theoretical – methodological analysis of the mentioned services was carried out to identify the contents and structure of the ICS; 2) the state of services rendered at Lithuanian institutional care establishments was analysed on the basis of the original methodology in terms of usefulness, costs and cost-effectiveness of the mentioned services; 3) analysis of social efficiency of the researched services was carried out; 4)

the priorities and trends of improvement of the ICS efficiency in Lithuania were substantiated.

Hypotheses of the research: 1) Institutional care services for the elderly are rendered not enough efficiently in Lithuania both in economic and social terms; 2) Internal reserves [which relate first of all to the improvement of funding targeting instead of the increase of funding itself] the for the improvement of efficiency on micro (institutional) level are not fully exhausted for the development of the institutional care services rendered in Lithuania.

Methods of the research. General methods of scientific researches were used in this work, i.e., systematic and comparative analysis of scientific literature. For economic evaluation of input and outcome of the ICS, the method of total costs was applied. Data of quantitative researches was derived applying the author's complex, multi-stage method for researches of social processes, where the subject of research was analysed in three stages: first stage – summing up of information about regional ICS structure in Lithuania, second stage – 17 care establishments for elderly population that are the most characteristic for Lithuania were selected in ten municipalities by the prevailing administrative-territorial subordination in provision of ICS; third stage – service rendering documentation of the concerned establishments was analysed and expert poll of the staff members of such establishments was carried out; SPSS program was used for statistical analysis of the data.

Scope of the research. In order to reveal the basic problems of the ICS, the work was dissociated from other (alternative) types of social services (assistance at home, day care, etc.). The paper admits that in addition to the level of self-support of ICS customers, other factors (structural, value, political) influence distribution of these services and their funding as well (particularly, in long-term perspectives). Yet, taking into consideration the regulation of the scope of the thesis, it was dissociated from going into a deeper analysis of the mentioned impacts.

Novelty and practical results of the research study:

1. Scientific novelty is characterized by originality of the research methodology and information sources. Actually, in Lithuania there have been no deeper researches of the economic and social efficiency of the institutional care services so far.

2. This research enabled to perform for the first time the complex analysis of the following theoretical and practical issues of the institutional care services for elderly population:

- particularization of the ICS conception on the basis of the functional analysis of these services, historical evolution of their typology as well as particularization of the structure of the concerned services and their place within the system;
- theoretical substantiation of the original methodology for evaluation of cost-efficiency of these services defining the following evaluation criteria: benefits, costs and felicity of the services.
- theoretical substantiation of the principles and criteria of the analysis of social efficiency of the ICS through practical application thereof in the researched reality;
- substantiation of the practical model of the evaluation of cost efficiency of the concerned services and independent, complex expertise of cost efficiency of services rendered to the elderly by national care establishments;
- substantiation of the principal long-term model of the institutional care services for elderly population and measures of implementation thereof. The mentioned model is based not only on improved cost efficiency, but on improved social efficiency as well; it allows fundamental restructuring of the practice of ICS rendering what would simultaneously facilitate rational usage of limited funds of the state budget and prevent from inadequate social assistance.

3. The methodology to evaluate efficiency, as offered in this paper, is important in that it could be used not only for one-off evaluation of efficiency of care establishments, but also serve as an important information source for regular monitoring, identification of loss of efficiency of the mentioned services on different administrative-territorial levels in the country and for discovering of dormant social-economic reserves.

4. There being no other analogue researches, conclusions and recommendations of this thesis are important in their novelty and were presented not only in the academic environment, but in state authorities as well. On the other hand, this work gives grounds and stimulus for further

development of scientific researches in this direction, as the scale of analysed problems had to be constricted due to the regulation applied to the thesis.

Approval and publication of the scientific work. The conclusive findings of the work are presented in 10 scientific publications, including 2 reviewed scientific publications; lectures on the issues of long-term care of elderly population were given at 4 scientific conferences and 6 practical conferences in Lithuania.

Structure of the work. The thesis consists of introduction, 3 chapters divided into 6 sections, conclusive findings, list of references (253 sources), annexes (6 annexes). Basic part of the thesis (including introduction and conclusive findings) consists of 117 pages. The thesis contains 7 tables, 43 figures.

MAIN RESULTS

The structure of the work was determined by the content of the researched subject, objectives and chosen methods of the research. The theoretical chapter 1 of the work *“The conception of institutional care services for the elderly, debatable issues of the conception and structure of the services”* identifies the researched subject, i.e., the social-economic content of the concerned services, their structure, factors and trends of development.

Section 1.1 “The social-economic content of institutional care services” identifies the researched subject: it analyses the theoretical conception of the services, their historical evolution and place in the structure of economy, microeconomic and macroeconomic methods of evaluation of the services; arguments are given as to why institutional care services differ from other public goods which theoretical grounds were formulated by P. Samuelson. The theoretical analysis of the institutional care services highlighted the unity of the economic and social content. Historically formed social-economic content of the mentioned services, i.e., income support (compensation of costs of care services) in case of poverty, when due to various reasons (social, health, etc.) a person is unable to ensure necessary services himself/herself, remains relevant today. However, on a current stage it is recognized that functions of the institutional care services are outstanding for their variety

subject to the prevailing conception of social justice. The analysis showed that in fact the features of the so-called “net” services are characteristic to the institutional care services, i.e., impalpability, unity of service rendering and using, customer’s involvement in the creation of the service, non-cumulativeness, heterogeneity.

Basing on the theoretical analysis of the institutional care services, *Section 1.2 “The structure of the institutional care services”* presents a modern conception thereof. The phase of ICS development over the recent decades is outstanding for more flexible theoretical conceptions and bigger number of empiric researches. A vivid trend is observed that the ICS model meets such a model of social security, which is applied by a particular country to the systems of health and provision of pensions. In methodological terms, a new strategy of provision of the mentioned services is extremely important for the ICS economy, i.e., integration of economic and social criteria under conditions of mixed economy. Basic principles of this strategy – assistance to personal responsibility and limitation of the level of services with costs – substantiated the model applied in the thesis to the evaluation of ICS efficiency and developed such aspects of the analysis as service costs, level of public funding, ICS structure, structure of ICS customers, economic and social benefits (loss).

The goal of cost-efficiency is the overall consistent pattern of modern ICS development characteristic not only to the models of liberal or conservative-corporative welfare, but to social-democratic models as well. However, the social outcome of these services is differently understood by different authors and in different countries, since different historical-cultural and political valuables are used as a basis. Comparative researches in the EU show that the contemporary stage of ICS development is outstanding for significant differentiation of the ICS not only among countries or regions, but among communities and institutions as well, i.e., on macro and micro levels.

Chapter 2 of the thesis *“The analysis of economic and social efficiency of the institutional care services for the elderly”* analyses methodological provisions of the evaluation of efficiency, substantiates the original methodology for the evaluation of economic and social efficiency and evaluates economic and social efficiency of the ICS in national care establishments on the basis on the aforesaid methodology.

Section 2.1 “Theoretical provisions of performance analysis” presents the fundamental methodological provision of the research of the concerned services, principles of the research and evaluation criteria. The research is based on the fundamental methodological provision that the ICS is an aggregated social and economic category, which combines general (characteristic to all services) and specific characteristics. The specific characteristics include several sections, such as specificity of institutional care in provision of the mentioned services to elderly population, economic contents thereof, microeconomic objectives, aspects of demand and aspect of structure.

Section 2.2 “The aspect of empiric evaluation” substantiates the model of empiric research, its margins, information sources, indicators and course of research. Taking into consideration limited information about activities of ICS establishments in Lithuania and absence of quality standards of these services, multi-stage methodology is selected for the research in order to filter basic problems of efficiency of the mentioned services: 1) a network of service establishments rendering ICS was defined in each municipality in Lithuania emphasizing three basic groups of service providers by the subordination of the establishments: governmental/county, municipal and NGO; 2) establishments predominating in the region (municipality) by the subordination to the founder (governor of county administration, municipal administration, nongovernmental organizations) were selected. 17 care establishments were selected for the research: 3 county, 10 municipal establishments and 4 nongovernmental organizations (20% of all the establishments providing the mentioned services); 3) all available information substantiating the performance of the establishments was collected in addition to polling of the professional service providers. Such information enabled revelation of the specificity of the research of ICS efficiency in the groups of self-supporting and dependent elderly population.

Section 2.3 “Cost efficiency analysis of the institutional care services for the elderly” sticks to the provisions that evaluation of ICS efficiency requires a complex approach combining both quantitative and qualitative indicators.

Cost-efficiency of the ICS can be evaluated in the most general concept by means of comparing outcome and input of economic activities. As these services are analysed in different care establishments,

which administer different financial resources and different number of caretakers, cost-efficiency of the mentioned services can be best calculated in percentage:

$$\text{Economic efficiency} = \frac{\text{outcome}}{\text{expenditure}} \times 100 = \frac{\text{real potential utility}}{\text{costs}} \times 100 .$$

Net potential benefits can be estimated as the difference between the average total costs per ICS unit and placement costs for caretakers who don't need such services, i.e., excess services (where other conditions are constant).

Those caretakers who need placement services only, but instead receive full package of services which also includes special care services, receive services that are not necessary to them, i.e., they are excess services.

This means that cost-efficiency of the ICS can be calculated using formula:

$$E = \frac{N_{ab}}{K_{vb}} \times 100 ,$$

where: E – cost-efficiency; N_{ab} – net potential benefit (the difference between the average total costs per ICS unit and average total costs per placement service unit), where costs represent funding from state/municipal budgets; K_{vb} – average total costs per service unit (LTL per capita per month).

Concurrently, here appears a new problem: necessity to evaluate the scope of such excess services. To resolve the problem, we can calculate the index of ICS felicity. It shows that all services are rendered to the particular category of individuals (in case of our analysis, to partially and fully dependent elderly population). We calculate the ICS felicity index in accordance with formula:

$$T_p = \frac{Q - Q_s}{Q} \times 100 ,$$

where: T_p - service felicity index; Q – average number of services (pcs. per month), Q_s – number of services for dependent population (pcs. per month).

The research defined the presence of significant dispersion of the service costs and public funding among various care establishments. Qualitative analysis of the ICS based on the hypothetical structural model of the ICS, as offered by the author, showed that a substructure (specialized care) can be distinguished in the structure of the ICS, and such substructure filters the social purpose of the services on personal level (see Table 1). Estimates show that funding of this special-care substructure in various care establishments accounts for up to 42 percent of total funding and for 27 percent on the average.

Table 1. **Structural model of ICS and estimated fields of funding**

Service packages (bags)		ICS structural components (A, B, C)
ICS (A+B+C)	Placement (A+B)	<i>A. Housing and meals</i>
		<i>B. Management and administration of establishment (generalized services)</i>
		<i>C. Specialised care (personal care)</i>

Basing on the methodological provision of the cost-efficiency evaluation that inefficient distribution of state budget funds for ICS subsidies (where other conditions are constant) constitute loss of public benefit, the difference between the average costs of the special care of ICS and the average costs of placement services may be considered cost-efficiency loss (N_{ab}), when services are ill-directed. From this point of view, in terms of costs, funds were used most rationally by such care establishments where specialized care services were rendered exclusively to the customers who needed them, i.e., individuals attributed in this work to the group of dependent individuals.

The analysis gave grounds for the conclusion that the current mechanism of ICS administration does not ensure rendering of these services exclusively to elderly population with a need for specialized care.

The thesis emphasized that attempts to approximate the characteristics of the research sample to the infrastructure of ICS provision naturally existing in Lithuania have certain limitations. Individual cases were defined when fully dependent caretakers were not provided with necessary specialized care. This is characteristic not only to

our country, but to the ICS sector in other countries as well, particularly within a period when the ICS system is in the process of formation, standard regulation and ICS standards are insufficient.

Section 2.4 “*Analysis of social efficiency (effectiveness) of the institutional care services*” illustrates that methodological provisions of social efficiency are substantiated in classical works on welfare economy and may be analysed at various sections. Following N. Barr’s logic, three aspects of the analysis may be distinguished: needs, technologies and resources. This paper reasons that in the environment of transitional economy, the growing effect of marginalizing elderly population distorts social benefits of the ICS. In this case, ICS are not rendered exclusively to persons who need them, but in cases of poverty, homelessness and other cases.

The thesis also contains another section of the analysis based on theoretical sources.

Chapter 3 “*Trends and measures of improvement of efficiency of the institutional care services in Lithuania*” summarizes findings of the researches, identifies priorities, principles, trends and measures of improvement of efficiency of the ICS, possibilities of practical application thereof, limitations of the research and substantiation of trends for further studies.

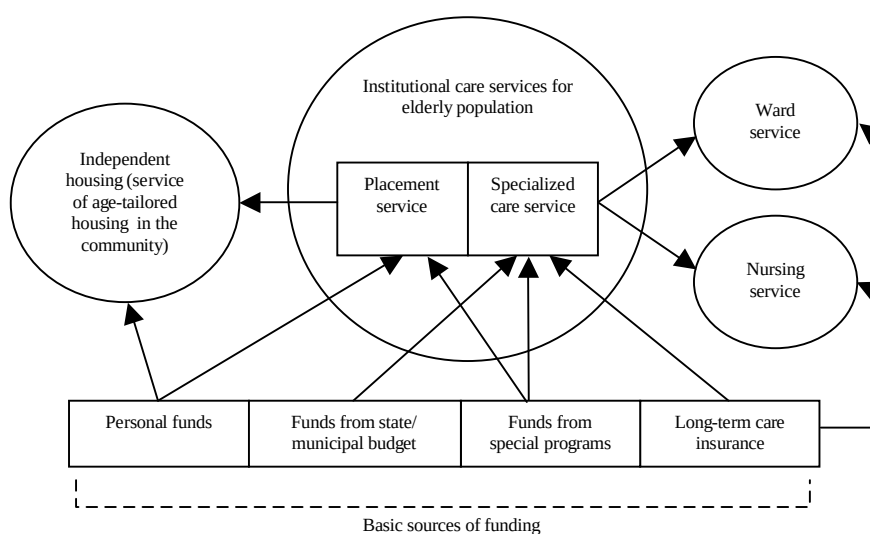
In compliance with the theoretical provisions substantiated in this work, there could be three principles of efficient development of the ICS:

- Improvement of ICS felicity;
- Revision of the structure of funding sources for the ICS;
- Consistent implementation of the principle of social justice in provision of the ICS.

Taking into consideration that some elderly individuals entitled into assistance in the form of ICS face the problem of accessibility to such services in Lithuania, it is necessary to enshrine new principles of implementation of such services in social policy on different levels of service rendering (see Fig. 1):

1. On macro level (in the country), it is necessary to define strict priorities of service rendering, where priority right into the ICS shall be exercised by partially or fully dependent individuals only. This principle should firstly apply to ICS funded from state and municipal budgets.

2. On mecco level (in communities), the multi-stage model of ICS rendering should be developed in the market of institutional care services for the elderly to meet the needs of persons with different level of



dependency. Only fully dependent elderly population should be institutionalised and rendered specialized care services (ward-nursing).

Fig. 1. Trends of efficient development of ICS

3. As for micro level (at institutions), taking into consideration limited state and municipal financial resources, ICS rendering shall be deemed socially fair, when elderly population with the highest degree of dependency are assisted with specialized care services constituting only a part of the ICS package. The rest of the ICS package – placement services (housing, meals, utilities) should be financed by ICS customers (their caregivers, guardians) with their personal funds.

CONCLUSIVE FINDINGS AND PROPOSALS

1. Theoretical – methodological systematic analysis of the institutional care services (ICS) for the elderly enables identification of

the contents of such services. The work motivates that the conception of the ICS, analysis of its content should be based on a complex, structural composition of the service what constitutes the methodological basis of this service research, where peculiarities of the social and economic content of the ICS, factors of the development of the mentioned services and specifics of provision thereof are highlighted. The work reasons that key features of the net services are basically characteristic to the ICS, and in their economic sense they are outstanding for the feature of dispersed benefits as are other public goods. However, another feature of public goods – inexhaustibility – is not characteristic to them. Within the growing number of customers, ICS may remain the same (when the budget is fixed) and some potential customers may be left without such services. Accordingly, the definition of the ICS is not unambiguous from the economic point of view. In continental Europe, the same as in Lithuania, ICS is a personal good first of all, but it also bears certain external benefit characteristic to public goods. On the other hand, in the so-called welfare countries (Sweden, Denmark, Finland) such services are attributed to the public sector and basically contain all features characteristic to public goods. Analysis of the mentioned features laid grounds for objective criteria of economic and social evaluation of the ICS, its methods and parameters to be applied in the thesis, in addition to the complex method of the evaluation of costs, benefits and social outcome applied to the very content of the ICS and filtering of their economic outcome.

2. In analysis of the ICS structure, the methodological approach was consistently followed that identification of the objective level of costs required for satisfaction of various socially-based needs of elderly population in different social groups (in accordance with the principle of social justice) constitutes the baseline of structuring of the services. This enabled identification on the empiric stage of the research of the structure of services (packages) designed for different categories of caretakers (by the level of their disability).

3. To substantiate the theoretical principles of cost-efficiency analysis of the ICS, the research consistently followed the methodological provision that inefficient distribution of financial means for funding of the mentioned services (where other conditions are constant) constitutes loss of public benefits and that the net potential benefit of the ICS can be

estimated as the difference between the average total costs of ICS unit and objective level of costs for caretakers rendered excess services (services that are not necessary to them). In parallel, the thesis reasons that the scope of the latter services (excess services) can be estimated using the ICS felicity index.

4. Logically transforming the theoretical provisions of the cost-efficiency evaluation of the ICS and substantiating the criterion of the empiric evaluation of benefits, costs and felicity of the aforesaid services, the practical model of the evaluation of cost-efficiency constructed in thesis and independent complex expertise of cost-efficiency of services rendered to the elderly by national care establishments showed that the net potential benefits of the aforesaid services in the researched establishments amounted to 27 percent on the average. This evidences that optimisation of ICS funding in the country may generate a considerable economic effect.

5. To summarize the analysis of social efficiency (effectiveness) of the ICS, as carried out within the framework of the thesis, this effect is demonstrated to be seen on various levels: a) on national level it is necessary to direct efforts to such a strategy where social justice is sought on the one hand and on the other hand the springs of personal payments should not be limited, and strict priorities of service rendering should be identified concurrently; b) on community level, in the process of restructuring the network of institutional care establishments for elderly population it is necessary to formulate a multi-stage model of ICS establishments meeting the needs of individuals with different level of dependency. EU experience shows that various models of ICS rendering are possible, starting with housing specially tailored to elderly individuals, housing with partial services of social work and intensive care establishments; c) on institutional level, taking into consideration limited state and municipal financial resources, ICS rendering shall be deemed socially fair, when elderly population with the highest degree of dependency are assisted with specialized care services constituting only a part of the ICS package. Placement services (housing, meals, utilities) should be maximally financed by ICS customers (their caregivers, guardians) with their personal funds.

6. Basing on the analysis carried out in the thesis as to the development of the sector of the institutional care services for the elderly

in Lithuania, activities of various ICS establishments, expertise of such activities and regularity of the ICS development on foreign countries, the thesis reasons that in the process of the development of ICS system the following trends of should be defined, where efficiency of the services needs to be increased: a) minimization of ICS costs through differentiated subsidising of the service package for persons with different degrees of self-supporting abilities; b) increase of ICS felicity by gradual refusal of ICS funding for self-supporting persons; c) revision of the structure of ICS funding sources through funding of the costs of placement services with personal funds in cases of medium dependency; d) development of social justice ensuring priority funding of the ICS for persons with severe disabilities; e) information of the long-term policy of ICS development, it is necessary to consider alternative models of the development of the ICS services discussed in the theoretical chapter of the work in order to distribute limited public funds more felicitously and to facilitate personal responsibility.

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In the science periodical reviewed publications:

1. Šileika A., Bikmanienė R. Institutional Care Efficiency in the Long Term Social Services for the elderly People. *Public Health*. Vol. II, No. 25, 2004, ISSN 1392-2696, p. 35-39 (In Lithuanian).
2. Bikmanienė R. Principles of differentiation and types of care packages at the long term elderly care institutions of Lithuania. *Gerontologija*. Vol. III. No.1, 2002, ISSN 1392-9062, p. 33-40 (In Lithuanian).

In the material of conferences and others :

3. Bikmanienė R. Senyvo amžiaus žmonių socialinės globos tipologijos problema: teoriniai ir praktiniai aspektai (The problem of classification of the care institutions of elderly people – theoretical and practical point of view). In: Proceedings of the 6th Conference “Business, Management and Education – 2000, Vilnius, November 29-30, 2000. Vilnius: Technika, 2001, p. 28-39 (412) (In Lithuanian).
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the 5th Conference "Business, Management and Education – 1999, Vilnius, November 18-19, 1999. Vilnius: Technika, 2000, p. 29-34 (401) (In Lithuanian).

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REZIUMĖ

Temos aktualumas. Lietuvos socialinių paslaugų sektoriui integruojantis į tarptautinę Europos Sąjungos socialinės apsaugos sistemą ir joje stiprėjant rinkos ekonomikos santykiams, svarbu pagrįsti šių paslaugų efektyvios plėtros kryptis ir prioritetus. Norint, kad vienas šių paslaugų tipų – stacionarios globos paslaugos - senatvėje būtų teikiamos ne tik pagal objektyvią struktūrą bei apimtį, bet ir garantuotas jų pakankamas finansavimas, būtina nustatyti šių paslaugų efektyvaus teikimo prioritetus bei principus. Tyrimai, atlikti Europos Sąjungos šalyse rodo, kad dauguma senyvo amžiaus žmonių stacionarios globos paslaugų (toliau tekste – SSGP) efektyvumo tikslų yra trumpalaikiai, orientuoti į techninį efektyvumą, kuomet siekiama minimizuoti SSGP kaštus teikiant kiek įmanoma daugiau paslaugų (nustatytos kokybės). Tačiau augantis šių paslaugų poreikis dėl naujų visuomenės struktūrinių bei vertybinių pokyčių nėra adekvatus visuomenės ištekliams ir neužtikrina SSGP poreikio tenkinimo. Kaip rodo ES šalių ir Lietuvos patirtis, senasis šių paslaugų teikimo modelis, pagrįstas unifikuota šių paslaugų klientų samprata, nėra perspektyvus, nes netenkina nei ekonominio, nei socialinio efektyvumo tikslų. Šiame darbe atlikti tyrimai rodo, kad Lietuvoje yra neišnaudotos efektyvumo didinimo galimybės teikiant nagrinėjamas paslaugas, t.y. galimybės be papildomų išlaidų, o tik racionaliau naudojant lėšas, suteikti didesnę naudą tiems pagyvenusiems asmenims, kuriems jų labiausiai reikia.

Mokslinė darbo problema. Empiriniai paskutinių dviejų dešimtmečių tyrimai Europos Sąjungos šalyse rodo, kad stacionarios globos paslaugų sektoriuje vyksta ryškūs pokyčiai. Vis dažniau valstybė perduoda atsakomybę už paslaugų teikimą ar jų organizavimą vietinei bendruomenei, diegiama konkurencija tarp įvairių šių paslaugų teikėjų, kinta finansavimo modeliai, peržiūrima stacionarios globos paslaugos struktūra. Tokių pokyčių tikslas – racionalizuoti šių paslaugų teikimą mažinant sąnaudas, siekiant patenkinti augantį šių paslaugų poreikį. Kita vertus, stiprėja naujų socialinių vertybių samprata – institucinės globos koncepcijoje visuomenė bendrųjų asmens poreikių tenkinimo tikslą palaipsniui keičia specialiųjų (asmeninės priežiūros) poreikių tenkinimo tikslais, o apgyvendinimo paslaugos, kurios yra sudėtinė SSGP dalis, tampa asmens savarankiškumo skatinimo šaltiniu.

Mokslinės studijos apie senyvo amžiaus žmonių stacionarios globos ekonominį ir socialinį efektyvumą nėra išplėtos. Be to, pats efektyvumas įvairių tyrėjų darbuose suprantamas skirtingai, dažniausiai orientuojantis į racionalų išteklių paskirstymą. SSGP pasiūlos aspektą giliau analizavo N.Barr (1998 ir kt.), A.Osterle (2001, 2002), jų turinio klausimus - S.M. Geron (1991), P. Clark /A. Bowling (1990), B.Slagsvold (1995). Lietuvoje stacionarios globos paslaugas senyvame amžiuje jų struktūros požiūriu tyrė L.Žalimienė (2001, 2002), demografinius šių paslaugų aspektus nagrinėjo S.Mikulionienė (2002), jų vietą skurdo mažinimo politikoje - R.Lazutka (2001, 2003), kaip vieną pensinio amžiaus žmonių pajamų šaltinį - A.Šileika ir A.Blažienė (2000). Tačiau mūsų šalyje iš esmės nebuvo nagrinėta ir spęsta SSGP socialinio ir ekonominio efektyvumo vertinimo bei jo didinimo problema.

Tyrimo objektas – senyvo amžiaus žmonių stacionarios globos paslaugos, jų ekonominio ir socialinio efektyvumo aspektai.

Tyrimo tikslas – išanalizuoti stacionarios globos paslaugų senyvo amžiaus žmonėms ekonominį ir socialinį efektyvumą, pagrįsti jo skaičiavimo problemas, pagrįsti jo skaičiavimo originalią metodiką bei tiriamų paslaugų Lietuvoje efektyvumo didinimo kryptis.

Realizuojant pagrindinį tikslą išspręsti šie daliniai **uždaviniai**: 1) atlikta teorinė-metodologinė šių paslaugų analizė, identifikuojant SSGP turinį ir struktūrą; 2) originalios metodikos pagrindu įvertinta Lietuvos stacionarios globos įstaigose teikiamų paslaugų būklė jų naudos, kaštų ir ekonominio efektyvumo visumoje požiūriu; 3) atlikta tiriamų paslaugų socialinio efektyvumo analizė; 4) pagrįsti SSGP efektyvumo didinimo Lietuvoje prioritetai ir kryptys.

Tyrimo hipotezės: 1) stacionarios globos paslaugos senyvame amžiuje Lietuvoje teikiamos nepakankamai efektyviai tiek ekonominiu, tiek ir socialiniu požiūriu; 2) Lietuvoje teikiamų SSGP paslaugų plėtrai nepakankamai išnaudoti vidiniai efektyvumo didinimo mikro (institucijos) lygyje rezervai, kurie pirmiausiai susiję su šių paslaugų subsidijavimo taiklumo gerinimu, o ne su jų finansavimo didinimu.

Tyrimo metodai. Darbe naudoti bendrieji mokslinio tyrimo metodai – sisteminė ir lyginamoji mokslinės literatūros analizė. Atliekant ekonominį SSGP rezultatų vertinimą naudotas visuminių sąnaudų vertinimo metodas. Kiekybinių tyrimų duomenys gauti taikant autorės

parengtą kompleksinį daugiapakopį socialinių procesų tyrimo metodą, kuriame tiriamas objektas buvo analizuojamas trimis etapais: pirmajame – apibendrinta informacija apie regioninę SSGP infrastruktūrą Lietuvoje, antrajame – dešimtyje savivaldybių pagal dominuojantį administracinį-teritorinį pavaldumą teikiant SSGP atrinkta 17 būdingiausių Lietuvai globos įstaigų; trečiajame - išanalizuoti tiriamų institucijų paslaugų teikimo dokumentai bei atlikta ekspertinė jose dirbančių specialistų apklausa; statistinė duomenų analizė atlikta naudojant SPSS programą.

Tyrimo ribos. Siekiant atskleisti bazinės SSGP efektyvumo problemas, darbe atsirobojama nuo kitų (alternatyvių) socialinių paslaugų tipų (pagalbos namuose, dienos centrų ir pan.) Darbe pripažįstama, kad ne tik SSGP klientų savarankiškumo lygis, bet ir kiti veiksniai (struktūriniai, vertybiniai, politiniai) turi įtakos šių paslaugų ir jų subsidijų paskirstymui (ypač ilgalaikėje perspektyvoje), tačiau, atsižvelgiant į disertacinio darbo apimtį reglamentą, atsirobojama nuo gilesnės jų poveikio analizės.

Tyrimo logika. Darbo struktūrą nulėmė tiriamo objekto turinys, tikslai ir pasirinkti tyrimo metodai. Pirmajame darbo skyriuje „*Senyvo amžiaus žmonių stacionarios globos paslaugų samprata, jos diskusiniai klausimai ir šių paslaugų struktūra*” identifikuojamas tiriamas objektas – socialinis-ekonominis nagrinėjamų paslaugų turinys, jų struktūra bei raidos veiksniai ir kryptys. SSGP teorinė analizė išryškino jų ekonominio ir socialinio turinio vienovę. Ekonominio efektyvumo tikslas yra bendras šiuolaikinės SSGP plėtros dėsningumas, būdingas ne tik liberalios ar konservatyvios – korporatyvinės gerovės, bet ir socialdemokratinėms šalims. Tačiau šių paslaugų socialinis rezultatas įvairių autorių ir skirtingose šalyse yra suprantamas nevienodai, nes remiasi skirtingomis istorinėmis- kultūrinėmis ir politinėmis vertybėmis. ES šalių lyginamieji tyrimai rodo, kad šiuolaikiniam SSGP raidos etapą būdinga ženkli jų diferenciacija ne tik tarp šalių ar regionų, bet ir tarp bendruomenių bei institucijų, t.y. makro bei mikro lygiuose.

Antrame darbo skyriuje „*Šalies senyvo amžiaus žmonių stacionarios globos ekonominio ir socialinio efektyvumo analizė*” tiriamos metodologinės efektyvumo vertinimo nuostatos, pagrindžiama originali ekonominio ir socialinio efektyvumo vertinimo metodika ir ją panaudojant (empirinio tyrimo pagrindu) atliekamas SSGP ekonominio ir socialinio efektyvumo vertinimas šalies globos įstaigose. Darbe

pagrindžiama idėja, jog SSGP efektyvumo vertinime būtinas kompleksinis požiūris, naudojami ne tik kiekybiniai, bet ir kokybiniai rodikliai. Siekiant pagrindinio SSGP ekonominio efektyvumo tikslo (racionalaus išteklių paskirstymo) darbe įvertinta esama situacija Lietuvoje, nustatyta, kad yra ženkliai šių paslaugų kaštų sklaida tarp įvairių globos įstaigų, o jų visuomeninės subsidijos nėra racionaliai pagrįstos. Skaičiuojant ekonominį efektyvumą atsižvelgta į socialinio teisingumo aspektą, t.y. išteklių paskirstymo atitikimą asmeninės globos poreikio lygiui bei visuomenės poreikiams. Apibendrinant disertacijoje atlikto SSGP socialinio efektyvumo analizę, darbe parodoma, kad naudą galima gauti įvairiuose lygiuose – šalies, bendruomenės, institucijos ir asmens.

Trečiame darbo skyriuje „*Stacionarios globos paslaugų efektyvumo didinimo Lietuvoje kryptys ir priemonės*“ apibendrinami tyrimų rezultatai, nustatyti SSGP efektyvumo didinimo prioritetai, principai, kryptys bei priemonės, jų praktinio taikymo galimybės, taipogi pateikiami tyrimo ribotumai bei grindžiamos tolimesnių tyrinėjimų kryptys. Siekiant didinti SSGP efektyvumą, darbe siūloma išskirti tokias pagrindines SSGP efektyvumo didinimo kryptis : a) minimizuoti SSGP kaštus taikant diferencijuotą paslaugų paketo subsidijavimą skirtingo savarankiškumo lygio asmenims; b) didinti SSGP taiklumą, palaipsniui atsisakant SSGP subsidija–vimo savarankiškų asmenų grupei; c) keisti SSGP finansavimo šaltinių struktūrą, apgyvendinimo paslaugų kaštus finansuoti asmeninėmis lėšomis vidutinio nesavarankiškumo atveju; d) plėtoti socialinį teisingumą užtikrinant prioritetinį sunkios negalios asmenims teikiamų SSGP subsidijavimą.

Mokslinis darbo naujumas ir praktiniai rezultatai:

1. Mokslinį naujumą apibūdina tyrimo metodologijos ir informacijos šaltinių originalumas. Iki šio darbo atlikimo Lietuvoje iš esmės nebuvo gilesnių stacionarios globos paslaugų senyvame amžiuje ekonominio ir socialinio efektyvumo tyrimų.

2. Atliktas tyrimas leido pirmą kartą šalyje kompleksiškai išanalizuoti šiuos teorinius ir praktinius SSGP klausimus: a) patikslinti jų sampratą, remiantis šių paslaugų funkcinę analizę, jų tipologijos istorine raida, o taipogi patikslinti tiriamų paslaugų struktūrą bei vietą paslaugų sistemoje; b) teoriškai pagrįsti šių paslaugų ekonominio efektyvumo vertinimo originalią metodiką, išskiriant jų vertinimo kriterijus – paslaugų naudą, kaštus bei taiklumą; c) teoriškai pagrįsti SSGP socialinio

efektyvumo analizės principus ir kriterijus, praktiškai pritaikant juos tiriamai realybei; d) pagrįsti praktinį tiriamų paslaugų ekonominio efektyvumo skaičiavimo modelį ir savarankiškai atlikti ekspertinį kompleksinį šalies globos įstaigų teikiamų paslaugų senyvo amžiaus žmonėms ekonominio efektyvumo vertinimą; e) pagrįsti senyvo amžiaus žmonėms teikiamų stacionarios globos paslaugų principinį perspektyvinį modelį bei jo realizavimo priemones. Minėtas modelis, paremtas ne tik ekonominio, bet ir socialinio efektyvumo tobulinimu, leidžia iš esmės pertvarkyti SSGP teikimo praktiką, kas kartu skatintų racionaliai naudoti ribotas valstybės biudžeto lėšas, apsaugotų nuo neadekvačios socialinės paramos.

3. Darbe pasiūlyta efektyvumo vertinimo metodika yra reikšminga tuo požiūriu, kad gali būti naudojama ne tik globos įstaigų veiklos efektyvumo vienkartiniam vertinimui, bet ir būti svarbiu informacijos šaltiniu atliekant reguliarią stebėseną, išaiškinant šių paslaugų efektyvumo nuostolius įvairiuose šalies administraciniuose teritoriniuose lygiuose, atskleidžiant slypinčius socialinių-ekonominių išteklių rezervus.

4. Nesant kitų analogiškų tyrimų, šio darbo išvados ir rekomendacijos yra reikšmingos savo naujumu ir buvo pristatytos ne tik akademinėje aplinkoje, bet ir valstybės valdymo institucijose. Antra vertus, atliktas darbas suteikia pagrindą bei paskatą ir toliau plėtoti mokslinius tyrimus šia kryptimi, nes šio tyrimo apimtis bei statistinės informacijos stoka tiriamuoju laikotarpiu vertė gerokai apriboti analizuojamų problemų ratą.

Darbo struktūra. Disertacinį darbą sudaro įvadas, 3 darbo skyriai, kuriuos sudaro 6 poskyriai, išvados, bibliografinis sąrašas (253 šaltiniai), priedai (6 priedai). Pagrindinę darbo dalį (su įvadu ir išvadomis) sudaro 117 psl. Disertacijoje pateiktos 7 lentelės, 43 paveikslai.

Mokslinio darbo rezultatų aprobavimas ir skelbimas. Atlikto darbo rezultatai pateikti 7 mokslinėse publikacijose, iš kurių 2 – recenzuojamuose mokslo leidiniuose; senyvo amžiaus žmonių ilgalaikės globos klausimais perskaityti 4 pranešimai mokslinėse konferencijose Lietuvoje, pristatyti Socialinės apsaugos ir darbo ministerijos organizuojuose seminaruose bei darbo grupėse, rengusiose socialines paslaugas reglamentuojančius norminius aktus.

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ECONOMIC AND SOCIAL EFFICIENCY OF THE INSTITUTIONAL CARE
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