# MAPPING OF SOCIAL SERVICES OF ARAD COUNTY: A SOCIAL BAROMETER

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Abstract: This work aims to identify and describe the current situation regarding social services of Arad County, as well as public and private providers, by CBSS (Centre for Bioethics and Social Studies) of the "Vasile Goldis" Western University in order to address the need for analysis of social needs in the county, thus contributing to social politics that meet these needs and to make a diagnosis on different dimensions of social life. Being a current social problem, we will apply a rating questionnaire to the 78 localities of the Arad County called as "identification sheet of existing services in a commune/village". The study carried out in Arad used the questionnaire survey method based on a sample of 78 respondents – institutions/municipalities, and a qualitative study based on qualitative data analysis. The study results highlight the need for shaping a database centralized in each community/county, as entries in records applied to public providers, raise big questions about the public-private partnerships indispensable to social progress, the insufficient number of specialists in social assistance in accordance with quality standards requirements, and issues still little known in the line of prevention, such as children whose parents go to work abroad leaving children in communities sometimes without the express care of an adult, children who have learning difficulties, abused, neglected and exploited children, tipped/juvenile offenders, single parents, victims of domestic violence, substance addicted adults in situations of detention/post detention, etc.

Keywords: macro-social intervention, social politics, public and private providers of social services, social barometer

## Introduction

In Romania's current context, the correct knowledge of social services at the county level and, implicitly, of the country, is an indispensable aspect for defining social policies (Dima (coord.), 2013; Rossi, Freeman, Lipsey, 1999). The purpose of such a study is to identify the vulnerable groups belonging to an administrative-territorial area, namely the peculiarities that are found in the specifics of the social services in their service, in both public and private services (Arpinte, Preda, 2002). Discussing social services forces us to implicitly concern ourselves with social policies, since they represent a broad sphere of state activities that aim to change in a certain direction the characteristics of a community's social life. "Social policy is, or ought to be, an answer to the social problems of a particular community, that is to say, of certain groups most exposed to different risks" (apud Mihut, Lauritzen, 1999, in Zamfir, Stanescu, 2007). According to researchers, social policy can be understood as a set of regulations, measures and activities undertaken mainly by the state (but possibly also by other interested agents) in order to change the "social life parameters" of a community, in a sense considered desirable at a given time (Zamfir, 1995).

Why we choose a clearly defined geographical area to be the subject of our study could be a natural question that some can outline: because each community has its specific economic, social and cultural context. Local analysis can highlight dysfunctions, lack of some services, difficult access to information and can propose solutions for improvement. People in a community want a better life for themselves and their families, a safer future for children. Community assessment helps people create services and programs that respond to the needs, changes, wishes and

opportunities of that community. At community level there are the needs, resources and the most appropriate solutions, so the state must encourage the increased role of the local community. At the same time, we believe that in every community there are "network nodes," key people who come in contact with a large number of citizens, but also with disadvantaged groups or people at risk. They are often opinion-leaders in the communities they come from and may be (but are not limited to) the human or veterinary doctor, the teacher, the medical or communitarian nurse, the priest and the social assistant in the Directorates/Town halls and so on.

1. Theoretical aspects regarding the measurement of social development process: Measuring social development is defined from the perspective of the indicator systems role in guiding / directing public intervention, contributing to the planned character, inherent to defining social change as a social development process. Social indicators as a whole are defined as indicators that become elements of practical action (Marginean, 2002, p.33), reflecting certain traits of social phenomena and processes, measuring both the structure (the objective state of the systems) as well as the level of satisfaction, dissatisfaction (their subjective state) (Zamfir, 1976). Measuring social development remains a constant concern of researchers in social and human sciences, as the composite indices of social development are values that represent, in a single number, the degree of social development of a social group. According to Zamfir and Stanescu (2007), "the simplest classification of development indices depends on their coverage. Thus, this criterion speaks of the existence of local, national, regional or global indices "(p. 360). Regarding the attitude towards social problems, a society can ignore its problems, aspect that will generate the progressive descent into crisis, which will lead to solutions with negative, potentially disastrous effects, determining the oscillation between approaching a solution or ignoring it, but the possibility of adopting "the right solutions, which will prove to be effective enough" cannot be ruled out (idem, p. 456). In his paper, The Practice of Community Development, Sandu (2007) addresses the "stakes" perspective in the success of community projects. The concept of "illusion" of the whole community participation is discussed, starting from the simple premise that the success of some should mobilize other communities as well. At the same time, there is talk of the fact that there are no "passive communities", perhaps strategies, programs or projects that prove to be inadequate to the local / county / national context (idem). In such research it is necessary to bring into question the categories of "interested" stakeholders. Nollan (2002, pp. 212-213) said that although "much was written about planning and implementing a project, in fact, we know very little about how a project is running; about how stakeholders are negotiating meaning and results at multiple levels." While referring to strategies and sustainable development projects in the rural / urban space, Mihailescu (2001) wrote that these interventions should be significant, that is, we believe, to be based on the views of the beneficiaries, as they are introspected in socially defined but also loyal and legitimate contexts, that is, to target their interests in the long run, otherwise they would risk creating the context of projects "guided" without their perspective, lacking authenticity.

The mutations in Romanian society of the last decades have highlighted the existence of extremely complex social facts, which have subjected social actors, individuals and institutions alike to a long-term effort to adapt to the new societal dimensions. Economic and political issues have marked social life, new social stratification was achieved, and poverty is a reality as obvious as the extreme wealth of a narrow segment of society. Access to resources, education, employment, are the everyday aspects of a society that is still looking for the best strategies for running the social system. In the clew of these social threads, there are categories of people in difficulty, vulnerable and dependent on social support.

All these aspects were the basis for mapping the social services in Arad County in order to paint a clearer picture of the need for social protection. Carrying out a mapping of social services in a county means talking about community development practice and intervention, which, in Romania, does not follow a standard recipe, certain rigid steps, but it is moulded by the nature of the problem and, especially, by the socio-economic context, the historical and geographical context.

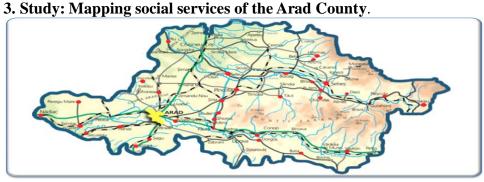
Modern society, characterized by the possibility of mass prosperity, faces increasingly worrying processes: social exclusion generated by extreme chronic poverty, crime, and various social discriminations, but also self-exclusion stemming from the chronic individual failure and drug addiction. In preventing and combating these social and personal pathologies, the profession of social assistant has become as vital as that of a physician. "No other profession (...) is more interested in the issue of values as is the profession of social assistant" (Brown, 1986). Specialists in all areas responsible for social protection must keep in mind the specificities and characteristics of the population when taking specific social support measures into account. The same community solutions cannot be applied to a rural population in Romania and to an urban population, although at first sight these areas may have similar conditions and characteristics.

In the last decade, we have been concerned with the identification of vulnerable groups in difficulty at the level of Arad County: single-parent families, children with parents working abroad, minor mothers, groups of minors with deviant or delinquent behaviour. With the broad support of some local institutions, we have completed a comprehensive database on the social condition of these groups in difficulty. It is explicitly pointed out that the socialization process, especially the primary socialization carried out within the family, is a first explanatory factor of the risk of social vulnerability. Equally was it outlined the defining impact education has on the way personality is shaped when it comes to children and adolescents.

**2. Methodology:** For realizing the study, we have used a questionnaire called "locality chart", sociological survey and observation in face-to-face questionnaire, while 78 town halls of the Arad County and of the city of Arad represented the sample. The selection units were represented by social services of town halls (78) plus the municipal one, Arad. Sending the filled-n questionnaires was done by e-mail. The questionnaire needed less than 25 minutes to fill in. The persons recommended monitoring the filling in and the sending of the questionnaire were the social worker of the social service responsible for social work attributions and the members of the multidisciplinary team.

**2.1 The Research Objective:** In this study, we aimed at identifying categories of vulnerable groups in the Arad County, i.e. at mapping the social services and the types of partnerships competing to the welfare of this community (Coulshed, 1993). In community social work, social services should represent the source of information related to vulnerable groups, social services necessary that meet the demand (Abraham, coord., 2000); however, because particular issues, APOS are the first actors in this approach. The research was realized between 2012-2016.

**2.2 Hypothesis:** There is a directly proportional link between highly trained services and vulnerable people's needs: the more particularized social services are, the smaller the number of vulnerable people is. Mapping social services of a county will supply a service offer for more particular categories of beneficiaries and will emphasis the issues specialists are confronted with allowing them to exchange good practices and design new directions for permanent and continuous training.

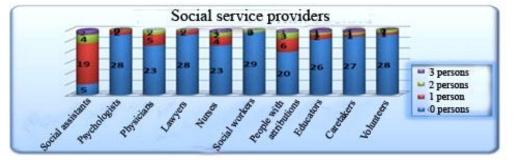


**Figure 1. Mapping social services of the Arad County** Results: *Participating localities:* all 78 town halls of the Arad County were invited to participate but

only 45 responded by sending the electronic filled-in questionnaire marked in red on the county map, i.e. 107,279 inhabitants and 103 localities plus the city of Arad. We noticed the poor distribution of accredited social services: thus, 6 communes reported a compartment of social services within the town hall; 5 communes reported residential centres for the elderly; 4 communes reported a day centre; and 2 communes reported residential services to people with disabilities. A single commune reported social canteen services, placement centre and home care.

	Communes (N	Communes (N)		
	0 people	1 people	2 people	
Social workers	5	19	4	
Psychologists	28	2	0	
Doctors	23	5	2	
Jurists	28	2	0	
Nurses	23	4	2	
Social employees	29	0	1	
People with attributions in social work	20	6	3	
Educators	26	2	1	
Caretakers	27	1	1	
Volunteers	28	1	1	

## Table no.1. Suppliers of social services



## Figure 2. Suppliers of social services

Five of the 45 respondent communes have no trained social workers (blue), 19 have one trained social worker each (red), 4 have two trained social workers (green), and only 2 benefit from three trained social workers (purple). There is no psychologist in 28 communes, and only 2 communes have a psychologist supplying social services. The number of people supplying social services is low; thus, most localities have no jurists, educators, volunteers, etc. Of the 741 socially assisted children, 7.00% are fostered children (Karen, K., Kirst, Ashman, Grafton, H.,Hull, Jr., (2001) si Zastrow, (1998), 28.00% are children with disabilities, etc.

The presence and the improvement of social services is necessary if there exists a diversified area of vulnerable social groups, that need social support. So, the population segmant represented by single-parent families, in Arad County, in 2012, comprised a number of 127 cases that benefit of financial support, from which 52 were in Arad town (Oprea, 2014). As level of education, 9.50% are persons without education, 8.90% have primary education, 60.98% have gymnasium studies, 16.62% have high-school studies, 1.63% have finished profesional schools and 2.37% have higher education. These aspects reflect a poor social condition and a low social status, therefore, the chance of having a decent paid job is extremely low, thus the social support is the only support/assistance for many of these families. From those 52 single-parent families from Arad town, 46% are single/unmarried mothers, 18% are widows and 36% are divorced.

Another vulnerable social category is represented by the group of underage mothers. Between 2009-2012, from 4.213 cases reported nationally (1.461 in 2012) (DGASPC, 2013), as schooling level, 931 underage mothers were uneducated (22.09%); 942 have attended primary

school (22.35%), 1.862 secondary school (44.19%), and 478 have high school (11.34%).

Table no.2         Education level of underage mothers		
UNEDUCATED	931-22,09%	
PRIMARY SCHOOL	942-22,35%	
SECONDARY SCHOOL	1862-44,19%	
HIGH-SCHOOL	478-11,34%	

Source: DGASPC, 2013

If we discuss about the age of the underage mothers from Arad County, in 2012, the situation is as follows: 2 girls of 13 years old (0.82), 16 of 14 years old (6.50%), 34 of 15 years old (13.82%), 51 of 16 years old (20.74%), 75 of 17 years old (30.48%) and 68 of 18 years old (27.64%). As occupation, 9 were schoolgirls, 2 employed, 235 housewives (Maternity Hospital Arad, 2013). One can notice that, for the most part, this social group is vulnerable and require a constant social support, considering the age , as well as the lack of employment. As habitation, from those 84 underage mothers under the watch of DGASPC Arad in 2012, they live: in the partner's family, not married with the child's father: 52.38%; with their family: 19.05%; tenants: 4.76%; with grandparents: 2.38%; in social centers: 2.38%; and 19.05% are unidentified cases. The underage mothers monitorized by Child Rights Protection Services (DGASPC) Arad (84 cases in 2012), 50% come from organized family, 30.95% come from disorganized families and 19.05% are unidentified as provenience family.

Table no. 3 Type of Provenience family		
ORGANIZED	50%	
DISORGANIZED	30,95%	
UNIDENTIFIED CASES	19,05%	

As for education background, of the 4,213 reported to the General Office for Social Work and Child Protection (GOSWCP) (2009-2012), 931 were dropped out, 942 had graduated from primary school, 1,862 had graduated from secondary school, and 478 had graduated from high school Oprea (2015).

No education	931 - 22.09%
Primary school	942-22.35%
Secondary school	1,862 - 44.19%
High school	478 - 11.34%

In 2012, in the first semester, there were 1,461 minor mothers Oprea (2014) of which 9 aged 10-13, 269 aged 14-15, and 1,183 aged 16-18. According to the same study, minor mothers admitted at the Arad Maternity were aged: 2 - 13 (0.82%), 16 - 14 (6.50%), 34 - 15 (13.82%), 51 - 16 (20.74%), 75 - 17 (30.48%), 68 - 18 (27.64%); 9 of them were pupils, 2 were employed, and 235 were homemakers.

Minor girls' age: 53 situations in Arad, of which 14 years old -7.50%, 15 years old -15.00%, 16 years old -32.00%, 17 years old -41.00%, 18 years old -3.77%. Thus, of the 53 minor mothers, 4 were aged 14 (7.50%), 15 (15.00%), 16 (32.00%), 17 (41.00%) or 18 (3.77%). These minor mothers lived as concubines -73.58%, in their origin family -18.86%, in a rented house -3.77%, with their grandparents -1.88%, and in shelters -1.88%.

Organised	74.00%
Disorganised	26.00%

Residence environment: 47.00% of the minor mothers came from the rural area, while 53.00% came from the urban area. Specialty services of town halls monitored, according to the data at the end of 2012, 28 adolescent mothers (all from the rural area), 25 had dropped out, one had graduated from high school, and two from secondary school. Of these adolescent mothers, 7 came

from organised families, and 21 from monoparental or concubine families. There was no marriage between the minor mother and the baby's father. Data supplied by schools all over the Arad County pointed to 17 minors becoming parents, 16 adolescent mothers and one adolescent father.

Education background: 5 of these adolescents had dropped out (29.40%), 12 were schoolchildren (70.50%) and continued going to school. Drop out occurred in the 8<sup>th</sup> grade (2 cases), in the 10<sup>th</sup> grade (1 case), in the 11<sup>th</sup> grade (1 case) and in the 12<sup>th</sup> grade (1 case). Of the total school girl mothers, only 7 (41.00%) started a family, and 10 of them (59.00%) either went on attending school supported by their families or by the father's family, or they dropped out.

Of the 78 town halls, only a few, particularly from the rural area, managed to supply information about minor mothers; in towns, there is no record regarding adolescent mothers though both GOSWCP and schools report adolescent mothers in the urban area as well. The Arad County Labour Office of Arad recorded only a small number of cases of minor mothers.

We have seen that: only GOSWCP and the Maternity Hospital have a database regarding adolescent mothers. GOSWCP provides support for the minors and their families (for instance, the maternal centre). The Office for Public Health has incomplete data from hospitals with no ranking depending on residence environment or age and social background of the minor mothers. The County School Inspectorate has no database regarding these cases.

Necessary solutions: sensitization of public institutions (town halls, school inspectorate, schools, maternity hospital, public health offices, private bodies) regarding the risk situation of this social category; informing families regarding the phenomenon of adolescent mothers; involving the state in the protection of women with children (special protection measures, pregnancy prevention measures in teenagers and mother and child protection measures, psychological and material support for this category of high social risk); sensitization of the public opinion; more involvement from schools.

Another vulnerable social group is represented by underage with a delinquent behavior, under the supervision of Probation Services Arad. Most part of them abandoned the school or did not attend continually: therefore from 919 minors, 213 (23.17%) have graduated from primary school, 439 (47.76%) have graduated from secondary schools, 174 (18.95%) have attended high school but did not graduate, 65 (7.07%) have dropped out, and 28 (3.05%) could not be evaluated.

Of the 612 minors with behavioural problems, 509 (83.17%) have dropped out, 101 (16.50%) have a deviant behaviour, and 2 (0.32%) are delinquents.

There could be suggested some proposals: development, at county level, of a database on the entire child population in risk situations; interinstitutional cooperation; involvement of all the factors responsible of local communities to increase personal and social importance of the school; support programmes for people in need; development of the family assistance system to support school attendance by children; involvement of the community in the solution of local issues regarding parental obligations; permanent monitoring of all cases of drop out; a modern legislation in accordance with European standards in child social protection.

It is interesting to note the grouping of vulnerable people per areas and localities and their absence in other such locations. In the Arad County, at the end of 2012, according to available data supplied by town hall specialty services, there were 674 cases of monoparental families, of which only 52 in Arad; 112 of them (16.61%) were from the urban area, while 62 (83.39%) were from the rural area. In most cases, the mother supports the family and takes care of the children – 610 mothers (90.52%): in 58 cases (8.60%), support is provided by the father and very rarely by the grandmother – 5 cases (0.74%) – or by an aunt – 1 case (0.14%).

The issue of children whose parents work abroad and who are left behind in the care of grandparents, elder brothers, neighbours or even alone is both current and challenging for social service suppliers. Early notification, and after school centre and special protection measures would be some of the immediate solutions for such situations. It is worth noting that some mayors rely only on notifications from beneficiaries or from communities, which sometimes is rather late. Their

excuse if the legislation compelling the parents to notify local authorities and social work services in order to establish a minor's representation; however, they do not take into account the disrespect of the law since most parents work abroad illegally. This type of approach means, in most cases, solving problems and not preventing them (as in Siria, Galsa). 2014 marked the beginnings of such an adult migration that it turned into a phenomenon.

These aspects regarding the vulnerable groups indicate towards a necessary analysis of the social services existing in Arad County, that assure a real social support. Of 45 respondents, only 2 admit accessing state subsidies by APO partners serving the community. We can, therefore, conclude that, in spite of the fact that financial resources are the most important impediment in the development of new social services (i.e. the proper training of personnel for social services), this reaches only 7.00%.

From this point of view, public private partnership (PPP) could be a viable strategy for the externalisation of social services from the state to APOs, which led to the removal of 40 residential social service suppliers by the GOSWCP (2011-2015). In the Arad County, there is an increase of the number of beneficiaries of residence measures of over 17.00% (Annual Report 2011-15 of the GOSWCP Arad) compared to institutionalised residents where there have been decreases.

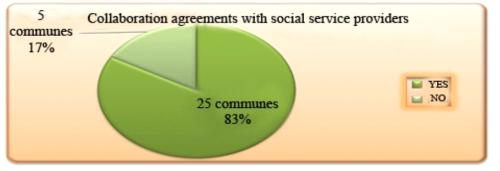


Figure 3. Cooperation conventions with suppliers of social services

From the above figure, we can notice that only 17% of villages from Arad have cooperation conventions with suppliers of social services, while 83% don't have any type of convention. After the analysis of the interviews with the city hall's employees, can be seen an overturn of percent regarding the social beneficiaries because of the transition between rural and urban. After we processed the interviews with the employees of the town halls in the Arad County, we could see a shift of the share of beneficiaries that had been smaller until the end of 2013 in the rural area than in the urban area because of the transition from the urban to the rural area.

Respondents' answers show that the main three factors contributing to the maintenance of social services are school, police and medical practices. It is true that social work is a holistic profession, which makes interdisciplinary approach undesirable.

The presence of consultative committees (73.00%) increases the warranty of decisions and of specific intervention plans based on detailed analysis and personalised intervention.

The need for continuous training on topics of interest is obvious in the 50.00% of those who benefited from such training and in the decrease of the number of graduates from higher education in social services within town halls, positions that are often held by people with attributions. We cannot be optimistic without a specialised personnel.

Another argument in favour of the public-private partnership is the fact that APOs have highly trained personnel because their accreditation and licensing depend on highly trained people and to the much more autonomous financial management.

17 communes (57.00%) believe attending training is opportunistic.

Table no. 4. Suggestions of topics for training and their frequency
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Topics for social work training	Frequency	Frequency
Social work topics	1	Annually 2
Meeting employees of the GOSWCP Arad	1	Biannually 4

Integration of unemployed people	1	Quarterly 5
Unitary methodology for the enforcement of the legislation	1	
Unitary methodology for the enforcement of the legislation	1	
Models of good practices, legislation, areal training	1	
Separation of child from mother, drop out, family abandonment	1	
Case studies	1	
Legislation	2	
Total	9	

Table no.5. Other quantications of social service suppliers			
Other qualifications	Arad city	Arad County	
Economist, accountant	3	0	
Nurse	44	0	
Teacher of medial physical culture	1	0	
Masseuse	1	0	
Warehouseman	2	0	
Cook	2	2	
Skilled kitchen aid	11	0	
Unskilled kitchen aid	4		
Skilled worker	15	0	
Electrician	1	0	
Plummer	1	0	
Welder	1	0	
Administrator	3	0	
Driver	5	0	
Washerwoman	3	0	
Seamstress	1	0	
Sanitary mediator	0	1	

Table no.5. Other qualifications of social service suppliers

Almost all town halls mentioned very small oscillations in the budgets for social services during 2011-2015, except for Arad and the commune of Buteni. According to the study ESOMAR 2015 regarding the evolution of the situation of beneficiaries of social services in the last 15 semesters, this number varied between 205 and 223 while, according to the same study, the evolution of the infrastructure of social work institutions who hired people with social work attributions oscillated between 50 units in 2012 and 63 units at the beginning of 2013, 63 in 2014, and 50 in 2015 (ESOMAR, 2015).

**Conclusions. Difficulties and limitations:** Logistics and financial problems of some town halls (over 70.00%) plus the low number of employees and the high load of office work that prevents people from working in the field bring forth the APO s as a viable alternative to state social services. Though the public-private partnership (PPP) is increasingly seen as an alternative, APO s are still not there. Despite legislation that facilitates subsidies from the state according to Law no. 34/1998, only 2 of the 78 units have such partnerships.

In addition, APO s have the financial and mobile resources to access beneficiaries directly to make institutional cooperation and social services efficient and expenses optimal, including the increase of intervention and prevention rates.

The different character of the demand of/need for social services is materialised in the different responses: the necessary social services could be a measurable variable starting from the total number of appeals, i.e. the percentage of interventions due to self-notices. Further research should introspect the "profile" of the beneficiaries the most difficult to identify and vulnerable people that could be grouped into several risk categories.

Regarding the "profile" of the suppliers of social services in Arad County, in fig. 4, we can see the distribution of specialists involved in the supply of social services in the County as well as in Arad City.

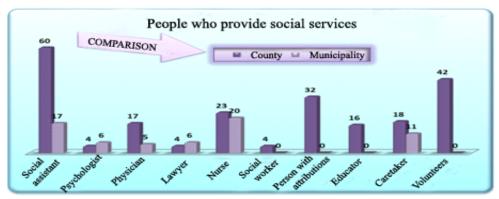


Figure 4.The "profile" of the suppliers of social services in Arad County

Research shows the sporadic involvement of the licensed private area (which is almost not valorised by the NGOs from Arad County), except for the partner APOs involved in residential areas, children and elderly day centres and street services for children and adults. The lack of diversification of social services is worrying as is the lack of trained personnel for social work.

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