LSE Europe in Question
Discussion Paper Series

LSE 'Europe in Question' Discussion Paper Series !

!

Building 'Implicit Partnerships'? !

"#$%$&#%'!( )$*!+,- . ! / %-,!O$1#1', . ,$12!#$!

#896,*9':!;,'*8!

<*!;,7!='>5?)!
<*!@,>'6A'>!BA96)!
<*!%,>℃'!DE:9℃'F!
<*!DG?)!B9::)HF!
I*!=℃':6)!",?8'H!

1,,!2.-3'!-456-''-*!.%!(7.'!5$5-6!$6-!(7#'-!#8!(7-!$9(7#6'!$%*!*#!%#(!%-:-''$6.,;!6-56-'-%(!(7-!
2.-3'!#8!(7-!-*.(#6'!#6!(7-!<=>?!
@!"#$%!&#'($!)#%(!$%*!+$,-%(.%$!/.0$%(-

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Building ‘Implicit Partnerships’? !

"#$%$&#%'!( )$*!+ ,- . ! / %- ,!0$1#1' , . ,$12!#$!

03-)4 ,!

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"#$%!&#'($!)#%(A!$%*!+$,-%(.%$! / .0$%(-A!

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B7-!59C,.:!89%*.%0!#8!,#%0D(-6E!:$6-!F<B&G!56#06$E'!(#!'955#6(!(7-!86$.,!-,*-6,;!.'!

'(.,,! 9%*-6*-2-,#5-*! :#E5$6-*! (#! #(7-6! $6-$'! #8! '#:.$,! 56#(-:(.#%! 8#6! #,*! $0-?! H%!

>96#5-I! $%;! E#2-'! (#! C6#$*-%! -%(.(,-E-%('! (#! <B&! $6-! .E5-*-*! C;! .%:6-$'.%0!

J9>'>59':!",>K!L)*H!M'*)!#>6%:)H)>6F!9>!#G*,()!

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+%6',!)<!/)$1,$12!

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7./)")"3*)082)()#*81$#".$9:)8*#;8.9

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Building ‘Implicit Partnerships’? !

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03-)4,!

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H%(6#*9:(.#%!

<#%0D(-6E!:$6-!F<B&G!8#6!#,*-6!5-#5,-!6-8-6'!(#!5-6'#%$,!$%*!%96'.%0!:$6-!'-62.:-'!*-'.0%-*!(#!56#2.*-!'955#6(!.%!-''-%(.$,!$'5-:('!#8!*$.,;!,.2.%0?T!&966-%(,;I!.%:6-$'.%0!*-E$%*!*9-!(#!*-E#06$57.:!$%*!'#:.$,!:7$%0-'!–!5#59,$(.#%!$0-.%0!$%*!6-*9:-*!$2$.,$C.,.(;!#8!.%8#6E$,!:$6-!'955#6(!–!5,$:-!'(6$.%!#%!(7-!56#2.'.#%!#8!<B&!'-62.:-'!$%*!7$'!,-*!(#!U9-'(.#%.%0!#8!(7-!8.%$%:.$,!'9'($.%$C.,.(;!#8!<B&?!).%$%:.$,!:#2-6$0-!8#6!<B&!.'!8$6!,-''!*-2-,#5-*!$%*!E#6-!6-:-%(,;!8#6E$,.'-*!.%(#!'#:.$,!'-:96.(;!,-0.',$(.#%I!:#E5$6-*!(#!#(7-6!5#,.:;!$6-$'?!=955#6(!.'!#8(-%!56#2.*-*!'9C-:(!(#!E-$%'!$%*!%--*'!(-'('I37.:7!7$'!0.2-%!6.'-!(#!:#%:-6%'!#2-6!:$($'(6#57.:!:$6-!:#'('!8$:-*!C;!:-6($.%!9'-6'?!H(!.'!8$.6!(#!'$;!(7$(!<B&!:966-%(,;!'($%*'!$(!(7-!8#6-86#%(!#8!7-$,(7!:$6-!$%*!'#:.$,!56#(-:(.#%! *-C$(-'! .%! >96#5-I! .%! 5$6(.:9,$6! 0.2-%! (7-! 8.':$,! $9'(-6.(;!-45-6.-%:-*!.%!'-2-6$,!:#9%(6.-'!.%!6-:-%(!;-$6'!FV>&WI!XYTTG?!!

B7-!*-8.%.(.#%!#8!-%(.(,-E-%('!(#!<B&!'-62.:-'!#6!'955#6(!7$'!56#2-%!(#!C-!$!*.88.:9,(!$%*!,-%0(7;!56#:-''!.%!E$%;!>96#5-$%!:#9%(6.-'?!B7-!9%*-6'($%*.%0!

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J9>'>59':!",>K!L)*H!M'*)!#>696:)H)>6F!9>!#G*,()!
!
#8!(7-!:#%*.(.#%'!9%*-6!37.:7!6-8#6E!E$;!($S-!5,$:-!.'!$(!.('!.%8$%:;?!J7.,-!.%!
'#E-!:#9%(6.-'!6-8#6E'!(#!-45$%*!<B&!8.%$%:.%0!7$2-!E#2-*!C-;#%*!(7-!
‘public debate stage’, or even governmental commission, the scope of such
6-8#6E'!7$'!#8(-%!%$66#3-*!'9C'($%(.$,,;!*96.%0!.('!.E5,-E-%($(.#%I!.8!%#(!
8$.,.%0!:#E5,-(-,;!FZ.-*-,!$%*![6$9'I!XYTTL!&#'($D)#%(I!XYTYCG?!H%!'#E-!:$'-'I!
(7-!-%(.(,-E-%(!7$'!C--%!'.0%.8.:$%(,;!3$(-6-*!*#3%!$8(-6!.E5,-E-%($(.#%I!
'9:7!$'!(7-!=5$%.'7!6-*9:(.#%!.%!<B&!'955#6(!#8!XN\!$E.*'(!(7-!-:#%#E.:!
*#3%(96%!.%!XYTX!F&#'($D)#%(!-(!$,?I!XYT]$G?!1%!-''-%(.$,!:#%'(6$.%(!(#!(7-!
-45$%'.#%!#8!59C,.:!<B&!:#2-6$0-X!

@ , '>!M , F6 '!J , >6! '>8!N

J9>'>59':!",>K!L)*H!M'*)!#>6%:)H)>6F!9>!#G*,()!
!
B7-!5$5-6!.'!'(69:(96-*!$'!8#,,#3'P!(7-!%-4(!'-:(.#%!*.':9''-'!(7-!:7$6$:(-6.'(.:'!
and challenges to LTC reform and the following defines the concept of 'implicit partnerships'. Section three provides the main features of reform in the selected >96#5-$%!:#9%(6.-'I!,.%S.%0!(#!(7-!(;5-'!#8!H_!56-2.#9',;!*-8.%-*?!=-:(.#%!8#96!6-5#6('!$%*!*.':9''-'!(7-!U9$%(.($(.2-!-2.*-%:-!#8!59C,.:!#5.%.#%!*$($!$%*!*.':9''-'!(7-!6-,$(.#%!3.(7!(7-!(;5#,#0.-'!#8!H_!.%!-$:7!#8!(7-!:#9%(6.-'?!=-:(.#%!8.2-!56#2.*-'!$!:#%:,9*.%0!*.':9''.#%?!!
!

Z-8#6E!$%*!,#%0D(-6E!:$6-!:#2-6$0-!!

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J-,8$6-!6-8#6E'I!($S.%0!5,$:-!.%!(7-!:966-%(!-6$!#8!5-6E$%-%(!$9'(-6.(;I!9'9$,,;!--(7-6!56-'-62-!(7-!'($(9'!U9#I!#6!-%:#E5$''!(7-!6-(6-%:7E-%(!#8!59C,.:!8.%$%:.%0!#6!(7-!56#*9:(.#%!#8!3-,8$6-!'-62.:-'!F_.-6'#%I!XYYTG?!B7-6-!.'!$%!-4(-%'.2-!,.(-6$(96-!F'--!8#6!-4$E5,-![#65.!$%*!_$,E-I!XYY^G!#%!(7-!*6.2-6'!#8!'#:.$,!56#(-:(.#%!6-8#6E'!37.:7!$:S%#3,-*0-!(7-!8$:(!(7$(!0#2-6%E-%('!8$:-!$!6$%0-!#8!8.%$%:.$,!$%*!'#:.$,!:#%'(6$.%('!37-%!'--S.%0!(#!-45$%*!59C,.:!89%*.%0!$%*!:#2-6$0-!#8!'-62.:-'?!1::#6*.%0,;I!.%!(7-!:$'-!#8!<B&I!(7-!E$.%!:#%'(6$.%(!(#!-45$%*.%0!(7-!:#2-6$0-!.'!8.%$%:.$,!'9'($.%$C.,.(;!FV>&WI!XYTTG?!B7.'!.'!(7-!:$'-!.%'#8$6!$'!9%.2-6'$,!:#2-6$0-I!.%2#,2.%0!'#E-!8#6E!#8!-%(.(,-E-%(I!.'!2-6;!:#'(,;!F<$2-I!TdeNG?!B7-!9%*-6*-2-,#5-*!'($(-!#8!<B&!:#2-6$0-!.%!E$%;!>96#5-$%!:#9%(6.-'!E$S-'!8.%$%:.$,!'9'($.%$C.,.(;!$%!.E5#6($%(!:#%:-6%!(#!3-.07!$0$.%'(!(7-!.%:6-$'.%0!*-E$%*!8#6!<B&I!9%*-65.%%-*!C;!*-E#06$57.:!$%*!,$C#96!E$6S-(!:7$%0-!$%*!(7-!,##'-%.%0!#8!8$E.,;!(.-'!F&#'($D

J9>'>59':!",>K!L)*H!M'*)!#>696:)H)>6F!9>!#G*,()!
!

F&#'($D)#%(!-(!$,?

shape of a “silent agreement” between government and society regarding the 89%*.%0!$%*!56#2.'.#%!#8!<B&?!!

B7-!.E5,.:.(!5$6(%-6'7.5!:#%:-5(!.'!5$6(.:9,$6,;!9'-89,!8#6!9%*-6'($%*.%0!59C,.:!8.%$%:.%0!#8!<B&!37-%!.(!.'!:#%(6$'(-*!3.(7!$,(-6%$(.2-!89%*.%0!E#*-,'! such as ‘explicit (financial) partnership’ models prevalent!8#6!-4$E5,-!.%!(7-! US. ‘Explicit partnerships’ can contract an expansion of individuals’ :#%(6.C9(.#%'!(#!%-3,;!89%*-*!:$6-!:#'('!3.(7!(7-!09$6$%(--!(7$(!(7-!59C,.:!

@ , '>!M , F6 '!J , >6! '>8!N ':)>69> '!O9K '>6)!

d!

J9>'>59':!",>K!L)*H!M'*)!#>696:)H)>6F!9>!#G*,()!
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:$'-!#8!'9C'($%(.$,!$%*!56#,#%0-*!:$6-!%--*'?c!B7-!`-6E$%!';'(-E!#%!(7-!#(7-6!7$%*!#88-6'!$!9%.2-6'$,!-%(.(,-E-%(!:7$%%-,,-*!(76#907!'#:.$,!.%'96$%:-!89%*'?!1!%--*'!(-'(!6-'(6.:('!$::-''I!$%*!(7-!C-%-8.(!,-2-,'!7$2-!C--%!:6.(.:.'-*!8#6!C-.%0!.%'988.:.-%(?! j -$%'!(-'(-*!'#:.$,!$'''.'($%:-!5,$;'!$!'9C'($%(.$,!6#,-!8#6!5-#5,-!37#!$6-!%#(!$C,-!(#!E--(!(7-!6-U9.6-*!:#D5$;E-%('!FZ#(70$%0I!XYTYG?!!

).%$,,;I!(7-!)6-%:7!<B&!';'(-E!.'!*.'(.%:(!86#E!(7-!#(7-6'!.%!.('!E.4!#8!56.2$(-!$%*!59C,.:!:$6-!56#2.'.#%?!B7-!)6-%:7!E#*-,!.'!C$'-*!#%!:$'7!5$;E-%('!3.(7!:#E5,-E-%(

J9>'>59':!",>K!L)*H!M'*)!#>696:)H)>6F!9>!#G*,()!

!

C1@2.*,+*

4E)*E9)T!,P!9>F696G69,>':!F)669>K!,P!6A)!"LM!FQF6)HF!

!	#>696:)H)>6!	#\()>896G*)!U[!,P!]<&!/2.2X!	&,(G:'69,>!5,E)*'K)1^0_!	J9>'>59>K!	M,F6YFA'*9>K!
D$1"(.*	`>9E)*F':!	.-/3!	./-.[!U9>F6_A,H)X!	<)5)>6*':9F)8!UH'>Q!'56,*F!–!5,H(:)\!P:,TFX!	!S>5,H)!*):'6)8!–!P*,H!2YZ2[!,P!6,6':!5,F6-!!
E.$01";*	`>9E)*F':!	.-WW!	..-V[!	I'>8'6,*Q!F,59':!A)':6A!9>FG*'>5)!F5A)H)!	"LMS!7)>)P96F!'*)!5'(()8!–!GF)*!6,(F!G(ℝ!,*!H)'>FY6)F6)8!F,59':!'FF9F6'>5)!FG((,*6F-!
!#12;*	`>9E)*F':!	.-a.!U.X!	3-a[!U9>F6_A,H)X!	L'\!PG>8)8ℝ!P*'KH)>6)8!U5)>6*':ℝ!*)K9,>':ℝ!:,5':X!	!%G7F6'>69':!9>5,H)!*):'6)8!5,Y('QH)>6F!–!G(!6,!.22[!,P!5,F6-!
F.#:.$21"&9*	`>9E)*F':!	W-.!	.a-^[!U9>F6_A,H)X!	I'>8'6,*Q!F,59':!A)':6A!9>FG*'>5)!F5A)H)!	!M,Y('QH)>6F!7Q!GF)*!*):'6)8!6,!9>5,H)!
G81)"*	`>9E)*F':!	.-..!	.2-/[!U9>F6_A,H)_6):)5'*)X!	I'>8'6,*Q!5)>6*':!K,E)*>H)>6!	M,Y('QH)>6F!7Q!GF)*!*):'6)8!6,!9>5,H)!UG(!6,!a2[!,P!5,F6X!*)F)*E)8!'H,G>6!
GH.&."*	`>9E)*F':!	V-^0!	.^-^[!U9>F6_A,H)X!	<)5)>6*':9F)8!	M,Y('QH)>6F!7Q!GF)*!*):'6)8!6,!9>5,H)-!b)F)*E)8!'H,G>6!
I"321"&*	I)'>FY6)F6)8!	!.-a3!U.X!	..-Z[!U9>F6_A,H)_<&1&;X!3-.a[!U9>F6_A,H)X!	<)5)>6*':9F)8!	I)'>FY6)F6)8!5,Y('QH)>6F!G(!6,!.22[!,P!5,F6-!

!!

+,6)c!d)'*c!#\()>896G*)!P*,H!/2./-!!%,G*5)Fc!4#M<!=)':6A!<'6'!/2.2!U456,7)*!/2.2X!D+MS#+!F6G8Q!5,G>6*Q!reports. (1) Year 2010. 'Inst' refers to institutional care, 'home' refers to home care, and 'telecare' refers to telecare.!

!

#6*-6!(#!C-!:#E5$6$C,-!$%*!(#!$2#.*!*#9C,-!:#9%(.%0!9'-6'?!B7-'-!5,$;!$!

'9C'($%(.$,!6#,-!.%!E$%;!#8!(7-!';'(-E'I!8#6!-4$E5,-!.%!>%0,$%*I!37-6-!

1'!$%(.:.5$(-*I!3-!8.%*!(7$(!.%!$,,!#8!(7-!:#9%(6.-'!-4$E.%-*I!9'-6'!$6-!-45-:(-*!

J9>'>59':!",>K!L)*H!M'*)!#>696:)H)>6F!9>!#G*,()!
!

Tc!

C$'-*!:$6-0.2.%O!$,,#3$%:-'I!6-,;.%O!#%!(7-!8$E.,;!$'!(7-!E$.%!:$6.%O!$O-%(I!
37.:7!:#9,*!C-!'--%!$'!$!'(6$(-0;!(#!(6$%'8-6!8.%$%:.$,!6-'5#%'.C.,.(;?!H%!H($,;I!
5#,.(.:$,!*-C$(-'!#2-6!(7-!8.%$%:.$,!'9'($.%$C.,.(;!#8!<B&!7$2-!$6.'-%!86#E!(.E-!
(#!(.E-I!C9(!7$2-!(#!*$(-!%#(!,-*!(#!6-8#6E!FB-*.#'.!$%*!`$C6.-,-I!XYTYG?!=5$.%!
$,'#!#5-6$(-'!$!';'(-E!#8!:#D5$;E-%('!$::#9%(.%O!8#6!XN!5-6!:-%(!#8!:#EE9%.(;!
:$6-!$%*!iN!5-6!:-%(!#8!6-'.*-%(.$,!:$6-!'5-%*.%O!F&#'($D)#%(!$%*!_$(4#(I!XYYNG?!
J-!2.-3!(7-'-!8$E.,.'(.:!<B&!';'(-E'!$'!.E5,.:.(! !5$6(%-6'7.5'I!0.2-%!
(7$(!(7-!E$.%!$556#$:7!(#!E$.%($.%.%O!$%*!-45$%*.%O!:#2-6$O-!.'!(76#907!
.%:-%(.2-'!$%*!'955#6(!8#6!:$6-0.2-6'?!)6$%:-!.'!$!5$6(.:9,$6!:$'-I!37-6-!(7-!
8#:9'!7$'!(6$*.(.#%$,,;!C--%!#%!8#6E$,,;!56#2.*-*!:$6-I!.%!.%'(.(9(.#%'!#6!$(!
7#E-?!B7-!6-,$(.2-,;!,$60-!'7$6-!#8!56.2$(-!.%'96$%:-!:$%!C-!'--%!$'!$!6-'5#%'-!

(#!56#2.*-!:$6-!(#!(7#'-!.%!%--*!$%*!(#I!C#(7!8.%$%:.$,,;!$%*!.%!(-6E'!#8!6-'5.(-!(.E-I!'955#6(!.%8#6E$,!:$6-0.2-6'?!B7.'!.'!:#%'.'(-%(! 3.(7!(7-!8$:(!(7$(!(7-!:#9%(6.-'!-4$E.%-*!7-6-!#88-6!'#E-!,-2-,!#8!'955#6(I!$%*!.%!(7-!:#9%(6.-'!(7$(!

J9>'>59':!",>K!L)*H!M'*)!#>696:)H)>6F!9>!#G*,()!
!

C1@2.*R+*
D6696G8)F!6,!P9>'>59>K!'>8!(*,E9F9,>!,P!"LM!–![!'K*))9>K!T96A!F6'6)H)>6F*
! ! J*'>5)!])*H'>Q!

Te!

&#%:,9'.#%!

B7.'!5$5-6!7$'!'-(!#9(!(#!-4$E.%-!#%-!5#(-%(.$,!-45,$%$(.#%!8#6!<B&!:#2-6$0-!-45$%'.#%!F#6!E$.%(-%$%:-G!.%!>96#5-I!%$E-,;I!(7-!*-2-,#5E-%(!#8!37$(!3-!have conceptualised as 'implicit partnerships'. These 'silent agreements' -%:#E5$''! $! 5$6(.$,! -4(-%'.#%! #8! 59C,.:! <B&! :#2-6$0-I! '7$6-*! C-(3--%!:$6-0.2-6'I!9'-6'!$%*!(7-!'($(-?!B7-!$*2$%($0-!#8!(7.'!'(6$(-0;!3.(7!6-'5-:(!(#!-45,.:.(!5$6(%-6'7.5'!$66$%0-E-%('!.'!(7$(!.(!$2#.*'!$!:#9%(6;D3.*-!*.':9''.#%!

J9>'>59':!",>K!L)*H!M'*)!#>6%:)H)>6F!9>!#G*,()!
!

%$(.#%$,! :#%(-4(! $%*! (7-! $((.(9*-'! (#3$6*'! .%8#6E$,! :$6-! 2-6'9'! .%DS.%*!

'-62.:-'I!.?-?!(7-!,-2-,!#8!8$E.,.'E!F&#'($D)#%(I!XYTY$I!=$6$:-%#!$%*![-:SI!XYTYG?!

B7-'-!:#%'.*-6$(.#%'!E.07(!.%!(96%!7$2-!',#3-*!*#3%!(7-!-45$%'.#%!#8!59C,.:!

<B&!:#2-6$0-I!:#E5$6-*!(#!#(7-6!'#:.$,!'-62.:-'?!

J7-%!'-((.%O!(7-!.*-$!#8!.E5,.:.(!5$6(%-6'7.5'!.%!(7-!C6#$*-6!6-8#6E!*-C$(-I!.(!

Z-8-6-%:-'!!

;)*)FP, *8R!&-!U)8-X!U/2.WX! !", >8, >c!&, :95Q!&*)FF-!!

;)*KIG9F6R!%-R!M, F6'YJ, >6R!@-R!'>8!%T'*6mR!j-!U/2.0X!"", >K!6)*H!5'*)!('*6>)*FA9(Fc!'*)!6A)Q!
eP96!P, *!(G*(, F)en"!M#%9P, !T, *?9>K!('()*FR!0.00-!M#%9P, !]*, G(R!IG>95AR!])*H'>Q-!

M:'*?)R!@-R!+)TH'>R!@-R!'>8!B)F6H'*:'>8R!"-!U/223X-!"LA)!D>6'K, >9FHF!, P!MA, 95)c!+)T!
"'7, G*!'>8!6A)!*)P, *H!, P!(G7:95!F)*E95)F-"! !3-/c!/W0–/0V-!

;:)?)F'G>)R!IR!'>8!$G'8'K>, R!@-!U/22VX!"&G7:95!'6696G8)F!6, T'*8!T):P'*)!F6'6)!(, :959)F!'!
5, H('*'69E)!'>':QF9F!, P!/W!>'69, >F-"! .a-0c!W.0YW/3-!

;:, HIE9F6R!&-!U/22WX!oLA)!5A, 95)!*)E, :G69, >c!(*9E'69m'69, >!, P!%T)89FA!T):P'*)!F)*E95)F!9>!
6A)!.aa2F-o! !VZ-/c!.VaY.00-!

MA'(():R!+-!'>8!;:'>8P, *8R!D-!U.aa.X!"S>P, *H':!'>8!J, *H':!M'*)c!#\(:, *9>K!6A)!
M, H(:)H)ntarity." !..-2Vc!/aa–V.3-!

M, H'FY=)**)*'R!D-R!&95?'*8R!"-R!B966)>7)*KR!b-R!I'::)QR!@-!'>8!j9>KR!<-!U/2.2X!"LA)!", >KY
L)*H!M'*)!%QF6)H!P, *!6A)!#:8)*:Q!9>!#>K:'>8-" ENEPRI Research Report No. 74!

M, F6'YJ, >6R!@-R!@9Hf>)mYI'*6h>)mR!%-!'>8!N9:'(:'>'Y&*9)6, R!M-!U/2.^'X!"LA9>?9>K!, P!
9>5)>69E9m9>K!5'*)n!LA)!)PP)56!, P!8)H'>8!FG7F989)F!, >!9>P, *H':!5'*)K9E9>K!'>8!
9>6)*K)>)*'69, >':!6*'>F)*F" ;'*5):, >'!]%#!B, *?9>K!&'()*R!a/a-!;'*5):, >'!
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