

# National strategy for preventing and fighting poverty and social exclusion 2019-2023

**REPORTS, STUDIES AND RESEARCH 2020**  
SECOND VICE-PRESIDENCY OF THE GOVERNMENT.  
MINISTER OF SOCIAL RIGHTS AND 2030 AGENDA



# National strategy for preventing and fighting poverty and social exclusion 2019-2023

Approved by agreement  
of the Council of Ministers  
-March 22, 2019-

Edita y distribuye:

© VICEPRESIDENCIA SEGUNDA DEL GOBIERNO.  
MINISTERIO DE DERECHOS SOCIALES Y AGENDA 2030  
CENTRO DE PUBLICACIONES  
PASEO DEL PRADO, 18-20. 28014 Madrid

NIPO: 129-20-005-2

Imprime: ESTILO ESTUGRAF IMPRESORES, S.L. Pol. Ind. Los Huertecillos, Calle Pino, 5 -  
28350 CIEMPOZUELOS (Madrid)

<https://cpage.mpr.gob.es>

# National strategy for preventing and fighting poverty and social exclusion 2019-2023

Approved by agreement  
of the Council of Ministers  
-March 22, 2019-



GOBIERNO  
DE ESPAÑA

VICEPRESIDENCIA  
SEGUNDA DEL GOBIERNO  

---

MINISTERIO  
DE DERECHOS SOCIALES  
Y AGENDA 2030



# Table of contents

<b>1. Introduction</b>	7
<b>2. Analysis of poverty and social exclusion in Spain</b>	11
2.1. Defining and measuring poverty and social exclusion	12
2.2. General overview	15
2.3. Profiles of poverty in Spain	21
2.3.1. Age	21
2.3.2. Sex	22
2.3.3. By type of household	24
2.3.4. Nationality and country of birth	24
2.4. Child poverty in Spain	26
2.4.1. Specific dimensions of child poverty: type of household, origins of the parents and age of the child	28
2.4.2. Manifestations and consequences of child poverty: school drop-out and failure, malnutrition and obesity, bullying and violence	33
2.4.3. Intergenerational Transmission of Poverty	37
2.4.4. Groups specific to particular vulnerability. Children in care and youth formerly in care	38
2.5. Poverty in the adult population, with special reference to the situation of youth	40
2.5.1. Education and Training	42
2.5.2. Employment	45
2.5.3. Housing	52
2.5.4. Healthcare, dependency and disability	57
2.6. Analysis of transfer policies and programmes	61
2.6.1. Transfers for children	66
2.6.2. The Public Social Services System	69
<b>3. National strategy for preventing and combating poverty and social exclusion 2019-2023</b>	71
3.1. Strategic goal 1. Combat poverty	72
3.1.1. Challenges	73
3.1.2. Objectives and action lines	73
Objective 1.1 Guaranteed income	73
Objective 1.2. Economic policy	77

3.2.	Strategic goal 2. Social investment in people	77
3.2.1.	Challenges	78
3.2.2.	Objectives and action lines	78
	Objective 2.1. Equitable, inclusive education	78
	Objective 2.2. Training and Employment	84
3.3.	Strategic goal 3. Social protection against life-cycle risks	88
3.3.1.	Challenges	89
3.3.2.	Objectives and action lines	89
	Objective 3.1. Healthcare	90
	Objective 3.2. Support for children and families	93
	Objective 3.3. Social Services and Dependency	96
	Objective 3.4. Housing and Urban Planning	100
3.4.	Strategic goal 4. Effective and efficient policies	103
3.4.1.	Challenges	104
3.4.2.	Objectives and action lines	104
	Objective 4.1. Organisation of the system and coordination of the services	105
	Objective 4.2. Regional cooperation	107
	Objective 4.3. Cooperation with the European Union	108
	Objective 4.4. Collaboration and participation of all the stakeholders	109
	Objective 4.5. Information, knowledge, social innovation and transparency	111
<b>4.</b>	<b>Governance</b>	113
4.1.	The development of the strategy	113
4.2.	Operational Plans and the Implementation of the Strategy	114
4.3.	The Evaluation System for the Strategy	115
<b>ANNEX I.</b>	<b>European and domestic indicators</b>	119
<b>ANNEX II.</b>	<b>Summary table of strategic lines</b>	131
<b>ANNEX III.</b>	<b>Table: correlation with other plans and legislation</b>	139

# 1. Introduction

The National Strategy for Preventing and Combating Poverty and Social Exclusion responds to the commitment made by the Spanish Government to bringing about cohesion and social progress by adequately meeting the needs of the population, with a special emphasis on those who are most vulnerable to poverty and social exclusion. This commitment includes preserving and developing this country's Welfare State, while bearing in mind its sustainability, so that it can respond to social challenges using all the mechanisms of the social protection system, especially those for the full social inclusion of the most vulnerable. The Strategy addresses the demand from society to confront poverty and social exclusion by making today's economic growth inclusive and for the benefit of all, especially those who suffered most during the economic crisis.

This comprehensive strategy, which is intended for everyone and involves all the stakeholders, bases its actions on public service and gives back the public social services their key role.

It is completely in line with important European and international policies. The Strategy takes its inspiration from the 2020 Europe Strategy for smart, sustainable, inclusive growth and, in particular, its goal of lifting 20 million people around the European Union out of poverty and social exclusion by 2020. Obviously, it was also drawn up in accordance with the principles of the European Pillar of Social Rights adopted by the Gothenburg Social Summit in November 2017, which established principles and rights in the areas of equal opportunities and access to the labour market, fair working conditions and social protection and inclusion.

With a new decade just around the corner, the Strategy closely follows the Sustainable Development Goals and the United Nations 2030 Agenda and forms part of the implementation of the Spanish Action Plan for the 2030 Agenda, especially Goal 1 "End poverty in all its forms everywhere" and Goal 10 "Reduce inequality within and among countries". As part of the 2030 Agenda Action Plan, the Strategy is a policy lever for the priority area "Preventing and combating poverty, inequality and social exclusion", which comes under the leadership of the Ministry of Health, Consumer Affairs and Social Welfare jointly with the Ministry of the Presidency, Relations with the Cortes and Equality. The High Commissioner for the 2030 Agenda, which reports directly to the Prime Minister's Office, will also contribute, in order to coordinate the actions that will implement the Agenda and promote the design and development of the plans and strategies needed for Spain's implementation of the 2030 Agenda.

The Strategy addresses the new challenges that are appearing due to increasingly fast-paced economic and social changes. Many of these chal-

lenges are the result of the recent economic crisis while others are linked to social and demographic changes and the transformations taking place in the goods and services and labour markets, including digitalisation and new forms of employment. All these could have a negative effect on people's living conditions and increase inequality, the risk of poverty and social exclusion. It is therefore necessary to implement policies that slow down such an increase and combat these situations. At the same time, preventive policies and actions that invest in people are also needed to end the intergenerational transmission of poverty by acting on its structural causes and that strengthen the social protection systems and improve their governance so that both the preventive and palliative policies are more efficient.

The Strategy, therefore, focuses on the need for both policy and intervention. In addition to improving social protection, it particularly emphasises preventing situations of vulnerability, by investing in people and improving their education and training. This investment is essential for their personal development, social inclusion and their entry into and continued participation in the labour market, an essential factor in preventing and averting the risk of their slipping into poverty and/or social exclusion.

The Strategy tackles two basic, cross-cutting issues: the protection of children and the protection of families, especially those that are the neediest or the most vulnerable. One priority of this Strategy is child poverty. The Spanish government has demonstrated its commitment by appointing a High Commissioner against child poverty, with the aim of mobilising and coordinating the actions of the General State Administration to combat inequality and child poverty. It is necessary to focus on improving the social intervention models by strengthening all the programmes that help to reinforce a family's capabilities. The hope is to prevent the situations of social disadvantage experienced by children and break the cycle of intergenerational transmission of poverty and social exclusion. Although the basic services for children in Spain are intended to be free and universal, in several areas, such as education for 0 to 3 year olds, school supplies, textbooks, school meals and even pharmaceutical expenses, they are far from complete. The outlay for these services, therefore, often constitutes a very heavy burden for families with dependent children, and in particular single parent families, owing to their special vulnerability. These services must therefore be improved and strengthened, and their provision made more efficient, especially when the recipients are families with dependent children.

Another great challenge for the societies of Europe, and Spain in particular, is reducing inequality, especially income inequality, which has risen as a result of the severe economic crisis and the resulting high rates of unemployment. This is why the Strategy seeks more inclusive education and em-

ployment by focusing particularly on those who find the greatest difficulty in continuing their education and entering the labour market, including young people and the long-term unemployed. Regulating and improving minimum income schemes and access to high-quality public services will contribute to this objective. But these measures alone will not resolve challenges with the range and complexity of childhood poverty and the exclusion of the most vulnerable groups (young people, the long-term unemployed, single-parent households with a woman as the head, the Roma population, etc.). The Strategy therefore places a special emphasis on the need to increase the coverage of unemployment benefits, improve the allowances for dependent children (as part of the implementation of a Minimum Living Income) and increase parental leave.

As the State is organised into regions and its powers distributed among the public administrations, this Strategy is offered as a State Strategy, created with the participation of all the public administrations. The governance of the Strategy is based on cooperation between the General State Administration, the Autonomous Communities and local authorities –through their representatives in the Spanish Federation of Municipalities and Provinces– and the Social Action Third Sector and the social partners, who have played an essential part in its design and will play another in its implementation and evaluation.

The Strategy, in line with the National Plans for Social Inclusion implemented since 2001, focuses particularly on four Strategic Goals, specifying the objectives for each of these and the essential action lines. It includes, in turn, special plans and programmes directed at specific areas of intervention or particular groups that, due to their situation or distinctive characteristics, are the most vulnerable. These plans and programmes, which are already in effect or are planned to start for the coming years include the 2017-2020 Activation Strategy for Employment, the 2018-2021 State Housing Plan, the 2014-2020 Spanish Disability Strategy, the 2012-2020 National Strategy for the Social Inclusion of the Roma population, the 2nd National Human Rights Plan (2019-2023), the 2015-2020 Comprehensive National Strategy for the Homeless, the National Strategy against Energy Poverty (2019-2024) and many others that are currently under review or being reformulated, such as the Strategic Plan for Equal Opportunities and the National Strategic Plan for Childhood and Adolescence.

Lastly, to implement this Strategy, it is necessary to draw up national, regional and local operational plans that will specify the measures and actions that correspond to its action lines, and the period of implementation, the body responsible and the associated budget.



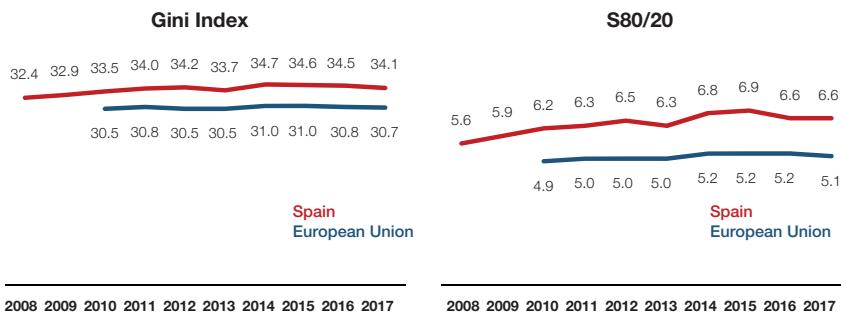
## 2. Analysis of poverty and social exclusion in Spain

Poverty is one of the results of income inequality. When speaking of relative poverty, the focus is on inequality in the lowest income groups. In unequal societies, there is a significant gap between the resources of households in these segments and households in the medium and upper income groups. Two ways of measuring inequality are the Gini index and the S80/S20 indicator. The Gini index shows the extent to which the actual distribution of disposable income differs from a uniform distribution in which all households would have the same income<sup>1</sup>.

The increase in inequality in Spain, specifically unequal income distribution, has been one of the major results of the crisis. The Gini Index, for example, rose from 32.4 in 2008 to 34.7 in 2014. Since then it has started to fall, although at a slower rate than the growth rate found in previous years, to 34.1 in 2017. In other words, even after four years of recovery, the Gini index is still 1.7 points higher than at the start of the crisis. The S80/S20 ratio has evolved in a similar manner: it rose, up to 2015, with a slight decrease since then, but in 2017 the 80/20 ratio was still one point higher than in 2008. In 2008, the total income of the most affluent 20% of the population was 5.6 times that of the poorest 20%. In 2015, it was 6.9 and in 2016 and 2017, 6.6.

<sup>1</sup> Its values range from 0 (all households have the same income) to 100 (one household has all the resources and the rest have none). European countries have Gini indexes in the 20 to 40 range. The S80/S20 indicator or quintile share ratio is calculated as the ratio of the total income received by 20% of the population with the highest income to that of 20% of the population with the lowest income.

**Chart 1. Gini Index and S80/S20 Ratio in Spain (2008-2017)**



Source: Eurostat.

## 2.1. Defining and measuring poverty and social exclusion

The first major issue in combating poverty is to explain rigorously how poverty is or can be measured, and what are the advantages and disadvantages of each indicator.

Poverty can be measured by looking only at its monetary dimension (the income of each individual) or its material dimension (the goods and services effectively available to each individual). Obviously, the two dimensions are strongly correlated but they do not exactly coincide and, for this reason, it is appropriate to consider them both in order to understand the multi-dimensional nature of poverty and be able to prevent and reduce it effectively.

In monetary terms, people living in households where the disposable income per consumption unit is less than 60% of the median national income are considered to be at risk of poverty (see Figure 1). In this case, it is an indicator of relative poverty, as it is defined in relation to the income received by all the households in the country in the baseline year<sup>2</sup>. The percentage of people below this threshold is known as ‘at risk of poverty rate’.

<sup>2</sup> The concept of the consumption unit is used to better compare the incomes of different types of households. The money available to each person in a household depends on the number of people in that household and their ages, since the average expenses for an adult are generally higher than for minors. Therefore, to be able to compare the income available to each individual in households with a different size and age composition, a modified OECD Scale was used. It assigns a weight of 1 to the first adult, a weight of 0.5 to the other adults and a weight of 0.3 to children under the age of 14, and divides the total income for

The percentage of people in households with an income per consumption unit below 40% and 25% of the median national income can also be calculated.

In contrast to relative poverty as measured by income, material poverty or deprivation it refers to a state of financial difficulty that prevent access to certain goods or services that are considered desirable or necessary in order to enjoy a life with an adequate level of well-being. In the European Union (following the Eurostat criterion), the usual way of measuring severe material deprivation is to calculate the percentage of people who cannot purchase at least four items out of the nine defined and considered to be basic (differentiating them from those who do not want them or do not need them).

Obviously, it is possible to find people whose income per consumption unit is not below the poverty threshold but were not able to pay the rent or deal with unforeseen expenses at certain times, for example. For this reason, it is always appropriate to examine both the monetary and material dimensions of poverty in an alternative yet complementary manner.

Lastly, the AROPE (At Risk of Poverty or Social Exclusion) indicator<sup>3</sup> combines these two dimensions –monetary and material– plus work intensity as an additional one. Since experiencing poverty in one of the three ways mentioned above (monetary, severe material deprivation or low work intensity) is sufficient to consider a person to be at risk of poverty or social exclusion, the AROPE indicator always provides higher indices of poverty than any of the other two indicators when taken separately. In addition, its evolution over time is very much affected by the evolution of employment but is relatively independent of its characteristics. This is one of the reasons for preferring the at risk of poverty (monetary) rate: without being insensitive to the evolution of employment, it does not respond as mechanically to changes in employment.

the household by its consumption units (assigning the appropriate weighting to their ages) and the resulting income per consumption unit is assigned equally to each of its members.

<sup>3</sup> The “At Risk of Poverty and/or Exclusion” rate is known by its English initials (AROPE). It was the indicator used by the 2020 Europe Strategy to measure this phenomenon in EU countries.

**Figure 1. Definitions of poverty and inequality indicators<sup>4</sup>**

**Relative poverty** describes the situation of people whose income does not reach a certain threshold set with reference to the distribution of equivalent incomes. Normally, relative poverty is calculated as the proportion of people whose equivalent income falls below 60% of the median income. For a family with two adults and one 14-year-old child, in 2017 the poverty threshold of 60% of the median was €15,340 per annum. In addition to the poverty rate with a threshold of 60%, other more demanding thresholds can be constructed to analyze subgroups containing more disadvantaged households. Using the thresholds of 40% and 25% of the equivalent income for the same baseline family in 2017, the baseline amounts would be €10,226 and €6,390 per year, respectively.

1. **Anchored poverty** consists of using a specific year, rather than the poverty threshold for the current year, as the baseline for setting the threshold (of 60% of the median income) and applying it to the income information from the current year. In this way, the anchored poverty rate is calculated, i.e., the percentage of people below that threshold. With this method, only changes in the prices of goods (CPI) are taken into account.
2. **Persistent poverty** measures the proportion of people living in relative poverty in the baseline year and at least two of the three previous years. The relative poverty threshold that is normally used is moderate poverty (60% of the median equivalent income).

**Severe material deprivation** refers to households that cannot afford four of the following nine items: 1) paying the mortgage, rent or regular bills; 2) keeping the home at an adequate temperature in winter; 3) going on holiday away from home at least one week a year; 4) eating meat, chicken or fish at least every other day; 5) ability to cope with unforeseen expenses; 6) a telephone in the house; 7) colour TV; 8) washing machine; 9) car.

**AROPE:** The AROPE (At Risk Of Poverty or social Exclusion) indicator, one of the indicators used by the European Union in its 2020 Strategy, covers people who are at risk of poverty or social exclusion. To come under this definition, they need to meet at least one of the following criteria: to be at risk of poverty, to be at risk of severe material deprivation or to live in a household with very low work intensity. Low work intensity per household is calculated as the ratio of the number of months worked by all members of the household (between the ages of 18 and 59, except for students aged 18 to 24) to the total number of months they could have worked. The indicator includes people who live in households with a work intensity of less than 0.2. If more than one criterion occurs at the same time, each person is only counted once.



**Monetary poverty:** A person living in a household that has less than 60% of the median equivalised disposable income after social transfers ("poverty threshold").



**Severe material deprivation:** That person's household lacks at least four of nine consumption possibilities (rent, electricity bill, annual holidays, eating meat or fish, etc.). (See above)



**Low work intensity:** People who live in households where the members of working age (18-59) worked less than 20% of their total potential.

<sup>4</sup> For further information, see the INE report "Poverty and its measurement": <https://www.ine.es/daco/daco42/sociales/pobreza.pdf>.

### Inequality Indicators

**Income quintiles:** a quintile is each of the four numbers (values) that divide a range of data into five equal parts. When studying living conditions, it refers to the values that divide the income distribution, so that the first quintile delimits the 20% with the lowest income and the last quintile the 20% with the highest income. In Spain in 2017, households with less than €8,143 per year per consumption unit belonged to the first income quintile and those with under €12,149 per consumption unit to the second quintile. It should be noted that the households at risk of poverty correspond approximately to all households in the first quintile and less than 10% of those in the second quintile.

**S80/S20:** The quintiles ratio, also called the S80/S20 ratio, measures unequal income distribution by comparing the 20% of the population with the highest income to the 20% of the population with the lowest income.

**Gini Index:** The Gini coefficient is a measurement of inequality that is used to measure income inequality in a country. The Gini coefficient is a number between 0 and 1, in which 0 corresponds to perfect equality (everyone has the same income) and 1 corresponds to perfect inequality (one person has all the income and the rest have none). The Gini index is the Gini coefficient expressed as a maximum of 100 instead of 1, and is equal to the Gini coefficient multiplied by 100.

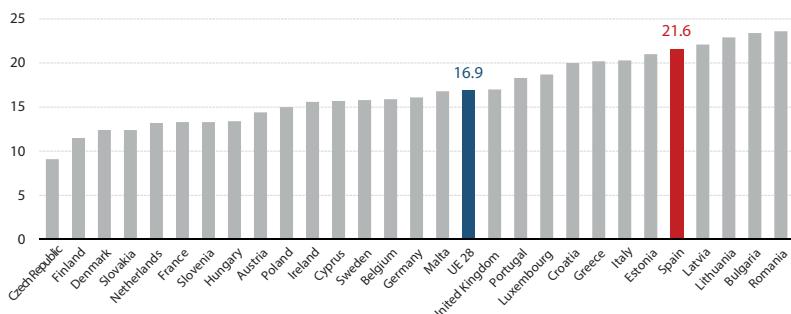
In addition to these directly quantifiable indicators, there are more holistic approaches that are intended to capture the multidimensionality of poverty in general, or of child poverty in particular, by focusing on abilities (Amartya Sen) or on rights (promoted by the Committee on the Rights of the Child)<sup>5</sup>.

## 2.2. General overview

Using the most recent available data to compare the incidence of the risk of poverty in Spain with that in the other EU Member States reveals how serious this issue is for Spain. Spain occupies the fifth place in the poverty ranking, using the 60% of the median threshold, with 21.6% of the population below this threshold. Four countries –Latvia, Lithuania, Bulgaria and Romania, in that order– have at risk of poverty rates that are only slightly higher (up to 2 points) than Spain's.

<sup>5</sup> See, for example, the report from the UK Social Metrics Commission, published at the end of 2018: [http://smc2018.azurewebsites.net/MEASURING-POVERTY-FULL\\_REPORT.pdf](http://smc2018.azurewebsites.net/MEASURING-POVERTY-FULL_REPORT.pdf)

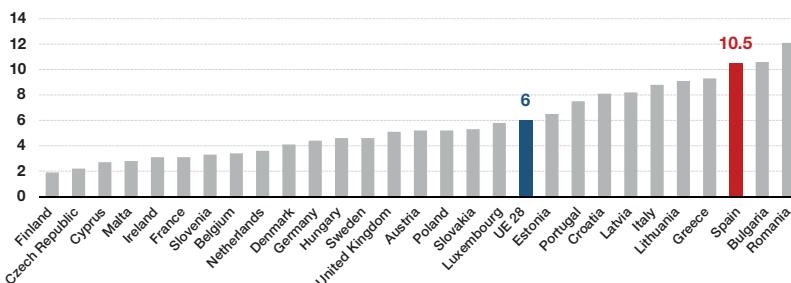
**Chart 2. At risk of poverty rate (threshold 60% of the median) for the EU (2017)**



Source: EU-SILC (2017).

Spain's relative position looks even worse when, instead of 60%, the at risk of poverty rate is set at a threshold of 40% of median income: as Chart 3 shows, Spain ranks third from the bottom, just ahead of Bulgaria and Romania. In fact, while Spain's at risk of poverty rate with a threshold of 60% is 28% above the median for the EU, its poverty rate with a threshold of 40% is 75% above the EU average. This shows that in this country not only is the incidence of monetary poverty higher than in the majority of our Community partners but also the intensity or severity of that poverty is also greater for a large proportion of those affected.

**Chart 3. At risk of poverty rate (threshold 40% of the median) for the EU (2017)**

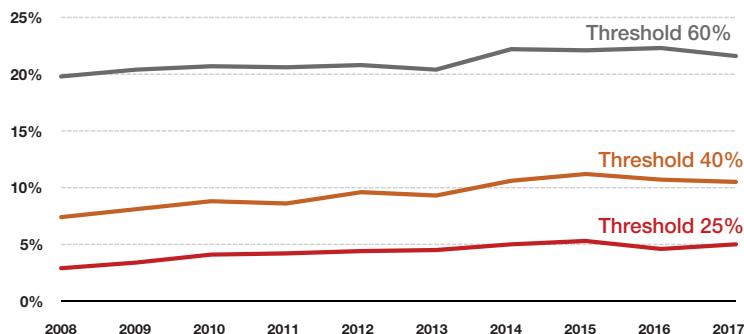


Source: EU-SILC (2017).

The fact that these figures are not only or primarily due to the effects of the crisis remains disturbing; as can be seen in chart 4, the moderate poverty rate was already around 20% in 2008, before the crisis, rose significantly in 2014, continued into 2016 and only fell slightly in 2017. In addition, if we look at the 40% and 25% thresholds, the rate continued to rise until 2015 and then fell very slightly in the next two years. In other words, the at risk of poverty

rate in Spain was already very high in comparative terms before the crisis and, after it, the economic recovery has barely caused a significant drop from the record figures reached in 2014/2015. In fact, the figures for 2017 show that the levels continued to be higher than in 2008.

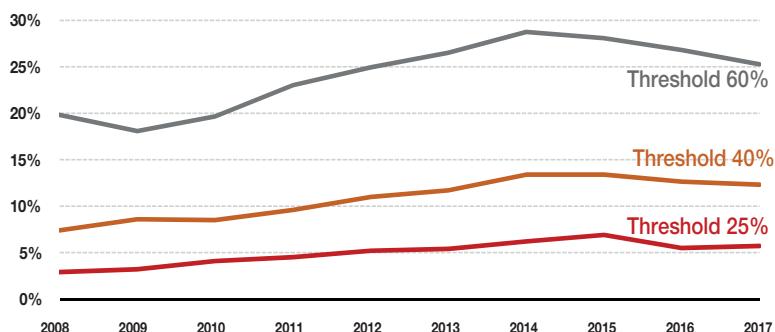
**Chart 4. At risk of poverty rates in Spain for the general population (2008-2017)**



Source: Survey of Income and Living Conditions (INE, 2008-2017)

Moreover, anchored poverty has been calculated taking the poverty thresholds from 2008 as the baseline and including price variation. In 2017, it had increased by 5 points using thresholds at 60 and 40% of the median income and by almost 3 points at the 25% threshold (see Chart 5). In relative terms, the latter is the most noteworthy increase, as the rate has practically doubled since 2008, while at the 40% threshold poverty has risen by 66% and at the 60% threshold by 27%. This measure indicates that the rise in poverty during the crisis particularly affected the standard of living of the households with the lowest income, cancelling out any advances that might have been made previously, and therefore increasing inequality.

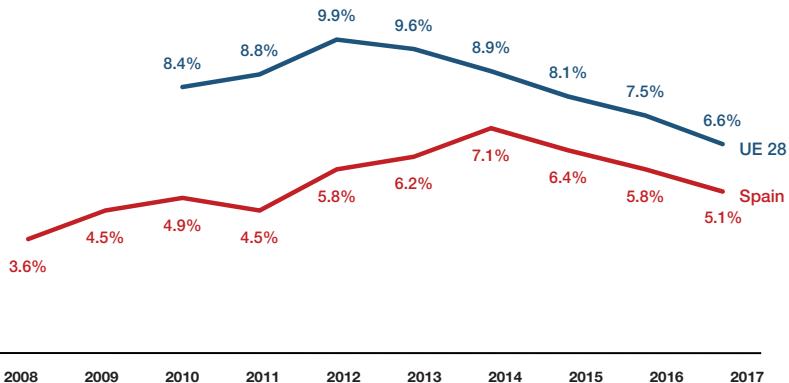
**Chart 5. Anchored at risk of poverty rates in Spain in 2008 (60%, 40% and 25% thresholds) (2008-2017)**



Source: Survey of Income and Living Conditions (INE, 2008-2017) and Labour Force Survey (2008-2017)

An examination of severe material deprivation (see the definition in Figure 1) shows that recently Spain has followed a different pattern on this indicator than the rest of the European Union. As chart 6 shows, there was a negative trend for the whole of the EU until 2012, when the proportion of the European population affected by severe material deprivation was almost 10%, and then began to fall, to 6.7% in 2017. In Spain, the levels were always below the average for Europe; however, the number of people experiencing severe material deprivation increased from the beginning of the period studied up to 2014, when 7.1% of the population was in this situation. By 2017, this percentage had fallen to 5.1%, i.e., 1.6 points below the EU average.

**Chart 6. Severe material deprivation in the EU and Spain, percentage of the total population, 2008-2017**



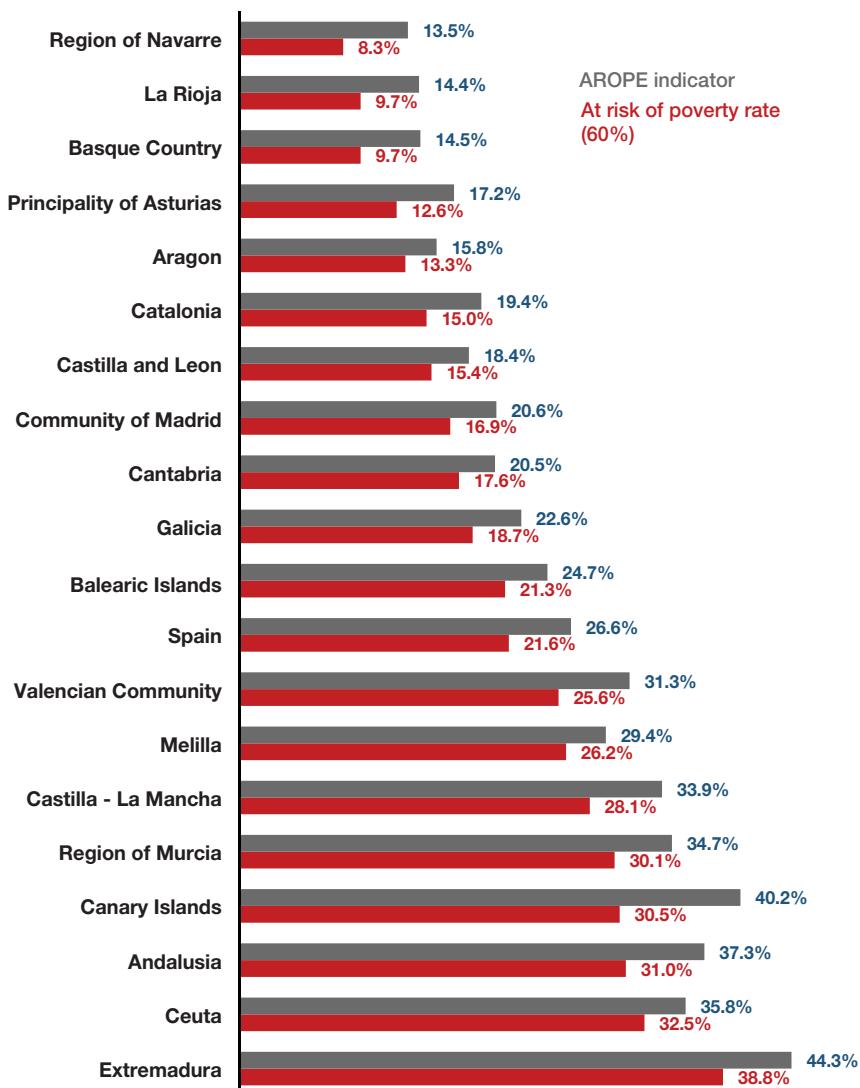
Source: EU-SILC (Eurostat, 2008-2017)

It is also important to note remarkable differences across regions. Regardless of whether the AROPE indicator or simply the risk of monetary poverty rate is used, the ranking of the Autonomous Communities has hardly changed, with Andalusia, Extremadura and Ceuta at the bottom and Navarre, La Rioja and the Basque Country at the top.

In any case, a regional comparison faces significant methodological challenges, since the ranking varies considerably based on whether the poverty rate is calculated using the national median income or the regional median income. Using the latter as the reference, the Balearic Islands appear in the least advantageous position, at 25.9%, but its rate is below the median when the calculation uses the national threshold (data for 2015, the latest available). Also, the gap between the region with the highest rate, the

Balearic Islands, and the region with the lowest rate, Cantabria with 16.1%, shrinks from the 22 points found when using the national threshold to less than 10 when using the regional ones.

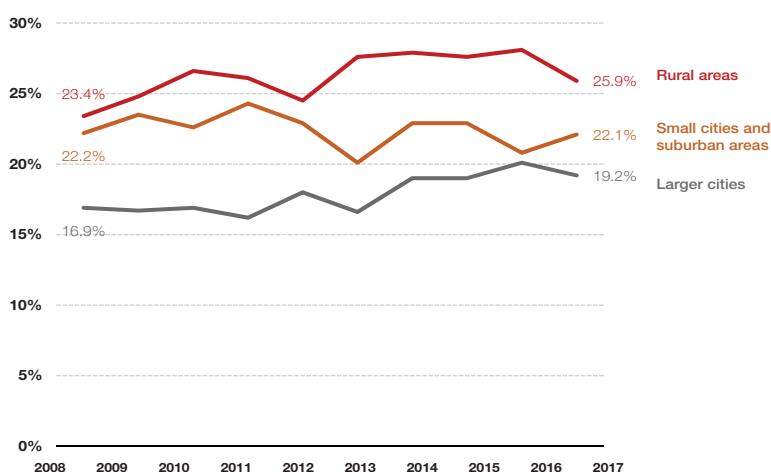
**Chart 7. Risk of monetary poverty and AROPE indicator by Autonomous Community. Year 2017**



Source: Survey of Income and Living Conditions (INE, 2017)

In contrast, while continuing to consider the regional perspective on poverty in Spain, it is interesting to note the difference between rural areas and the big cities<sup>6</sup>. As Chart 8 shows, rurality is a negative factor for poverty. In fact, during the entire period, at risk of poverty rates observed were higher in rural areas than in the rest of the country. However, they also experienced different changes. While there was a sustained downturn in rural areas after 2012, including a slight drop only last year, the downturn started later in small and large cities, with a more negative evolution in the latter that only began to slow down slightly starting in 2016.

**Chart 8. At risk of poverty rate (60% of the median) by degree of urbanisation, 2008-2017**



Source: Survey of Income and Living Conditions (INE, 2017)

<sup>6</sup> Local administrative units (level LAU2) are classed as cities, towns and suburbs or rural areas by degree of urbanisation, based on a combination of geographical proximity and minimum population thresholds applied to population cells measuring 1 km<sup>2</sup>. The categories are defined as follows:

- Cities (alternative name: densely populated areas): at least 50% of the population lives in an urban centre.
- Cities and suburbs (alternative name: medium density areas): less than 50% live in an urban centre but over 50% of the population lives in an urban group.
- Rural areas (alternative name: sparsely populated areas): over 50% of the population lives in rural cells.

At least 75% of the population of an urban centre must live in a city. This ensures that all urban centres have at least one city, even when this urban centre has less than 50% of the population of an LAU2.

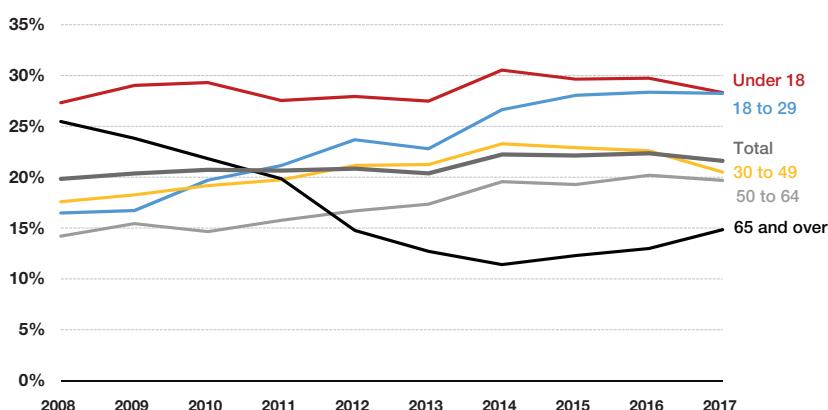
## 2.3. Profiles of poverty in Spain

### 2.3.1. Age

One of the essential aspects that must be analysed in order to better understand the dynamics of poverty in Spain is the age of those who suffer it. The risk of exposure to vulnerability varies during an individual's life cycle and poverty manifests itself differently at different ages. Therefore, the age of those at risk of poverty was one of the essential factors taken into account when drawing up the Strategy.

As chart 9 shows, in Spain, it is the population below 18 years old who experience the highest rates of poverty (28.3%) of all the age groups, followed closely by youth between the ages of 18 and 29<sup>7</sup> (28.2%), with both groups being well above the average in 2017 (21.6%). In contrast, working age population aged over 30 has slightly lower levels than the average; and, in clear contrast to children and young people those over 65 years have much lower levels of poverty than the rest of the population (15%).

**Chart 9. At risk of poverty rate (threshold 60% of the median) in Spain (2008-2017), by age group**

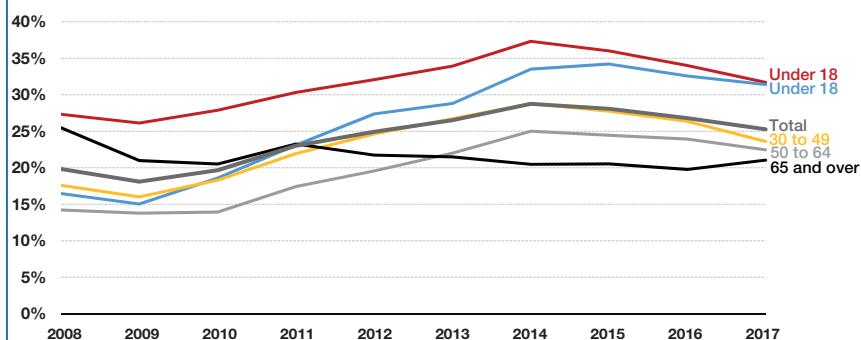


Source: Survey of Income and Living Conditions (INE, 2008-2017) and Labour Force Survey (2008-2017).

<sup>7</sup> The definition of the term "youth" is ambiguous. In European statistics, it is normally the 16 to 24 age group. However, depending on whether the area is education, employment or measuring poverty, other age brackets are also used that range from 16 or 18 up to 29. In its studies, the Youth Institute (INJUVE) considers that youth ranges from 16 to 29 years of age. However, to prevent overlapping with the analysis of child poverty, which refers to the under 18 population, in this study, an attempt has been made to separate the two groups, to the extent that the available figures permit this.

When looking at the dynamics of the last decade, one of the most striking phenomenon is the obvious and intense rise in poverty among youth in Spain (18-29), as it rose from 16.5% in 2008 to 28.2% in 2017. In fact, when analysing persistent poverty and taking 2008 as the baseline year, it can be seen that poverty grew more among youth than all the other age groups during the crisis. And, in addition, during the recovery period, youth poverty has fallen less than for the other groups, including child poverty, which explains the convergence between the two when starting from very different initial positions. In contrast, the evolution among the 65+ group is striking: while the poverty rate for the rest rose, their poverty rate has fallen significantly since 2011, with a slight upturn last year, but still allowing them to remain below the national average.

**Chart 10. Persistent at risk of poverty rate in Spain in 2008 (60% of the median) (2008-2017), by age group**



Source: Survey of Income and Living Conditions (INE, 2008-2017) and Labour Force Survey (2008-2017).

### 2.3.2. Sex

Data from the 2017 Survey of Income and Living Conditions point to a masculinisation of the economic recovery and a feminisation of poverty on all the indicators used to measure it. The AROPE rate for men was 26%, while that for women was 27.1%. Among men, the risk of poverty was 21%, while for women it was 22.2%, with an improvement of one percentage point last year among men that did not occur among women.

Severe material deprivation among men was 4.9%, while among women it was 5.3%. Although most of the variables that make up this indicator decreased during 2016, women have been more negatively affected than men on almost all of them, with only one exception: ‘being behind in paying housing expenses’, where the number of men affected was higher. Although this general improvement occurred more obviously among women (with a decrease from 6.2% to 5.3%, compared to 5.3% to 4.9% among men), women had higher percentages on average.

The percentage of households with low work intensity was 12.9% when the head of household was a man and 13.2% for households headed by a woman. In 2016, the rate for men fell by 2.5 percentage points, but for women only 1.6 percentage points.

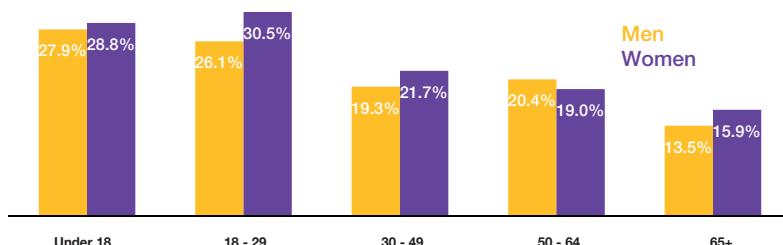
**Table 1. Risk of poverty and social exclusion indicators by sex, 2017**

		2017	2016
<b>Men</b>	At risk of poverty or social exclusion rate (AROPE indicator)	26.0	28.0
	At risk of poverty (income in the year prior to the interview), threshold of 60% of the median	21.0	22.6
	With severe material deprivation	4.9	5.3
	Living in households with low work intensity (age 0 to 59)	12.4	14.9
<b>Women</b>	At risk of poverty or social exclusion rate (AROPE indicator)	27.1	27.9
	At risk of poverty (income in the year prior to the interview), threshold of 60% of the median	22.2	22.1
	With severe material deprivation	5.3	6.2
	Living in households with low work intensity (age 0 to 59)	13.2	14.8

Source: INE, Survey of Income and Living Conditions, 2017.

Although many of the differences are not significant (in fact, in terms of the at risk of poverty rate, only the difference for 2008 was significant), when analysing the differences between men and women by age group, some patterns are worthy of mention. The at risk of poverty rate tends to be higher among women, with the sole exception of the 50-64 age group. For the rest, there are greater differences again among youth, where women have a poverty rate 4.4 points higher than men. For children, the difference is only one point and is not statistically significant, and 2.5 points for people aged 30 to 49 and over 64.

**Chart 11. At risk of poverty rate (60% of the median) in Spain (2017), by sex and age group**

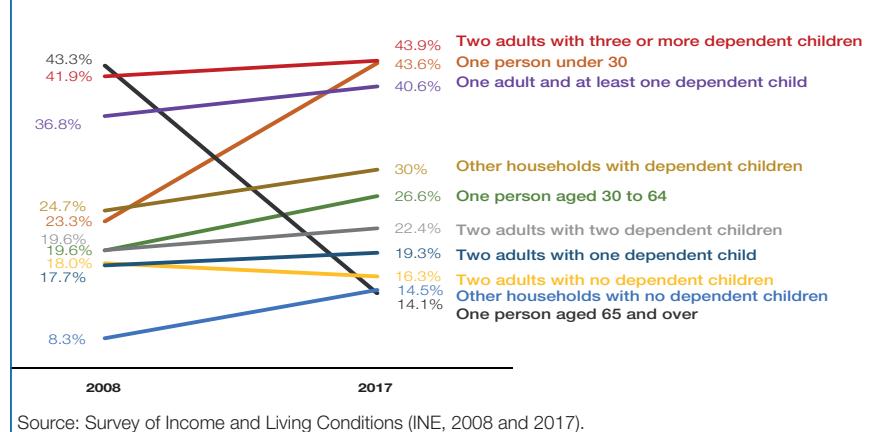


Source: Survey of Income and Living Conditions (INE, 2017).

### 2.3.3. By type of household

Enormous variations can also be seen in the at risk of poverty rates between different types of households, only partially overlapping the differences between age groups and sexes. In general, it is households with children that are the most affected, especially single-parent families, the majority of which have women as the head of household, together with one-person households of young people under the age of 30. In addition, as can be seen in chart 12, the latter are the ones who have fared the worst over the last decade, in marked contrast to one-person households of people over the age of 64.

**Chart 12. At risk of poverty rate (60% of the median) in Spain (2008 and 2017), by type of household**



Source: Survey of Income and Living Conditions (INE, 2008 and 2017).

### 2.3.4. Nationality and country of birth

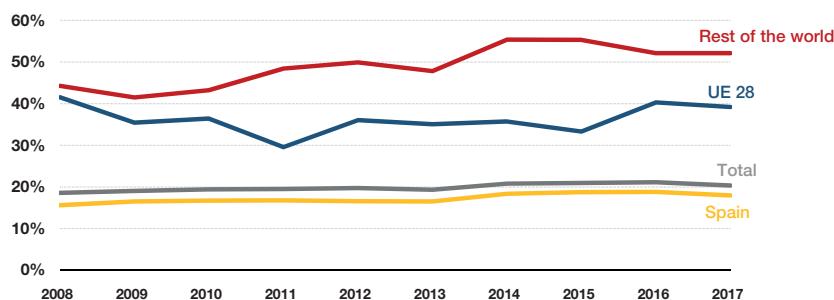
Finally, being a foreigner is expected to be associated with greater vulnerability, as foreigners suffer not only from a lack of support networks, which are generally available to nationals, but also very often from legal instability, since renewing a residence permit in Spain is linked with being employed, and employment among this population group is especially precarious and unstable.

As chart 13 shows, the poverty rate for foreigners over 16 has been systematically higher than for Spaniards during the entire period studied, with an upward trend for foreigners from outside the European Union, who accounted for approximately 70% of those living in Spain on 1 January 2018 (Municipal Census, INE). In that year, poverty affected 52% of this group, after peaking at 55% in 2014/2015, having risen from 44% in 2008, compared to the rates of 15.6% for Spaniards and 41.5% for EU citizens in the same

year. In fact, for foreigners from other EU member states, the evolution was somewhat erratic, so that the poverty rate observed in 2017 was practically equal to that in 2008, after rising and dipping at various points over the decade.

More highs and lows were found among both groups of foreigners, owing to their demographical dynamics that is more intense and varied than for Spaniards. On the one hand, during the crisis, return and family reunification (especially for under-age children) considerably altered the composition of the settled foreign population compared to that found at the beginning of the period. On the other hand, the economic recovery almost immediately led to a greater influx of migratory flows from abroad, with progressively more non-EU foreigners, which again slowed down the aging and intensified the labour profile of Spain's immigrant population.

**Chart 13. At risk of poverty rate (60% of the median) in Spain for those aged 16 or over (2008-2017), by nationality**



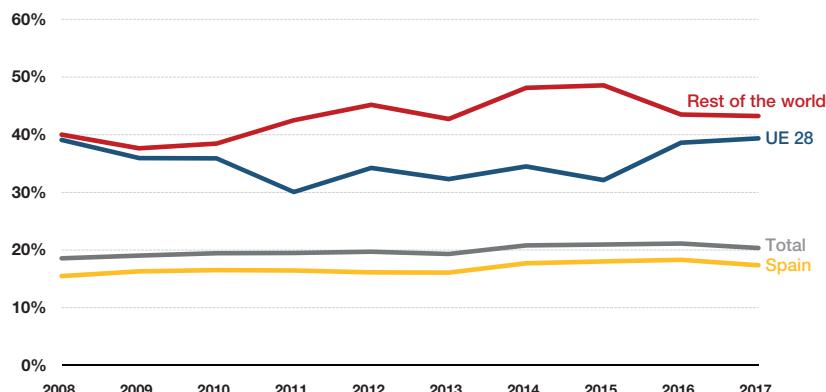
Source: Survey of Income and Living Conditions (INE, 2008-2017).

If, instead of looking at their nationality, we look at their country of birth, the picture provided by the figures changes somewhat. When using nationality as the relevant variable, those immigrants born outside of Spain but who had already obtained Spanish nationality were included in the 'Spaniards' category; as a result, the remaining foreigners from outside the EU (the ones with greater incentives to become Spanish citizens)<sup>8</sup> represented a selection of those who were born overseas that concentrated the ones who had spent less time living in

<sup>8</sup> Citizens of Latin American countries have privileged access to Spanish citizenship through residence, as they can apply after two years of continual, legal residence in Spain, as compared to the general criterion of 10 years that applies to most foreigners.

Spain and, therefore, tended to have poorer jobs and weaker support networks. In other words, poverty rates are lower when country of birth (which grouped recently arrived immigrants with those who had already spent some time in Spain and were able to obtain Spanish nationality) instead of nationality is used (nationality only included immigrants the more recent ones who undoubtedly had worse indicators of structural integration). Obviously, differences that result from using these two variables were greater in more recent years, reflecting the increasing number of immigrants who naturalised using any of the available channels for doing so (generally, residence or marriage).

**Chart 14. At risk of poverty rate (60% of the median) in Spain for those aged 16 or over (2008-2017), by country of origin**



Source: Survey of Income and Living Conditions (INE, 2008-2017).

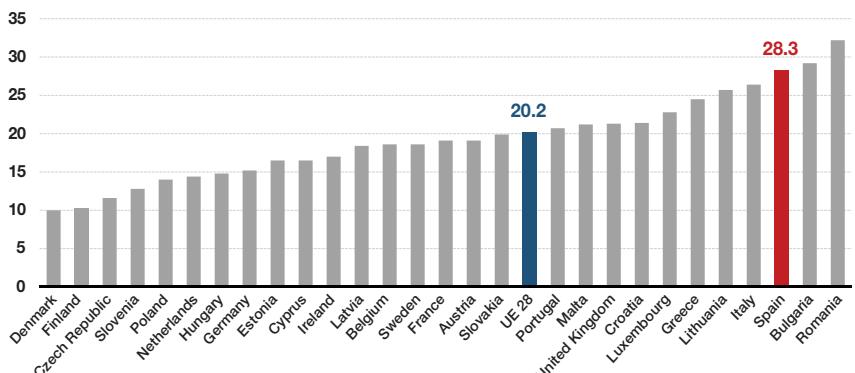
## 2.4. Child poverty in Spain

This document, as has been noted above, considers the child population to be the non-adult population, i.e., all those under the age of 18, and refers to it as children, the under-age population, minors, or boys, girls and adolescents.

Until very recently, in spite of the repeated reproaches from a number of international organisations, child poverty in Spain has remained largely unknown by public opinion and, what is more serious, from the institutions responsible for combating it, either directly or indirectly. Often, when these international bodies, the press or experts and academics discuss about the high child poverty rate in Spain, they had to cope with scepticism by those listening or even an openly negative attitude. As has been seen in previous sections, when analysing poverty by age

group, the poverty rate affecting Spain's child population was higher than that for any other age group for the entire period under study (2008-2017).

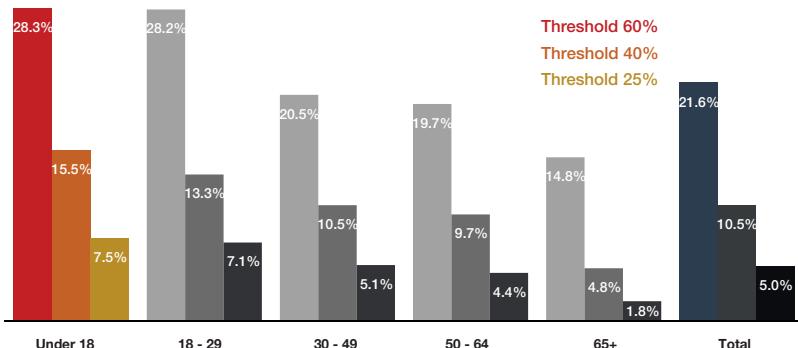
**Chart 15. At risk of child poverty rate (threshold 60% of the median) for the EU (2017)**



Source: EU-SILC (2016).

Moreover, this result remained unchanged regardless of the poverty threshold utilised –60%, 40% or 25% of the median–, and also according to severe material deprivation or mixed indicators like AROPE. In fact, the child poverty rate at the 60% threshold was almost double that in the over-64 age group; the child poverty rate at the 40% threshold was almost triple that in the over-64 age group; and the child poverty rate at the 25% threshold was more than four times the severe poverty in the over-64 age group.

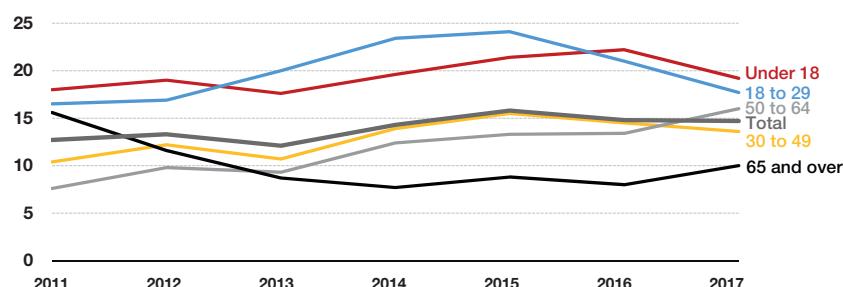
**Chart 16. At risk of poverty rate with different thresholds in Spain (2017), by age group**



Source: Survey of Income and Living Conditions (2017).

The crisis did not help. In fact, if the baseline for the poverty threshold is set at 2008 value, in 2017 approximately 33% of the child population was at risk of poverty, as opposed to the 27% in 2008. However, apart from the aggregate analysis of the impact of the crisis and the recovery, it is essential to measure poverty perseverance in order to make a proper diagnosis of the current situation and obtain a better understanding of child poverty and its potential consequences for children. To do this, we calculate the proportion of people who, after being below the poverty threshold in one particular year between 2011 and 2017, were also below that threshold during at least two of the three previous years. As the chart shows, almost 20% of the children at risk of poverty in 2017 were in the same situation during at least two of the three previous years. The high percentage of young people at persistent risk of poverty is also a remarkable fact, with youth being the age group with the strongest poverty upward trend during the economic crisis.

**Chart 17. At persistent risk of poverty rate (60% of the median) in Spain (2011-2017), by age group**



Source: EU-SILC (Eurostat, 2017).

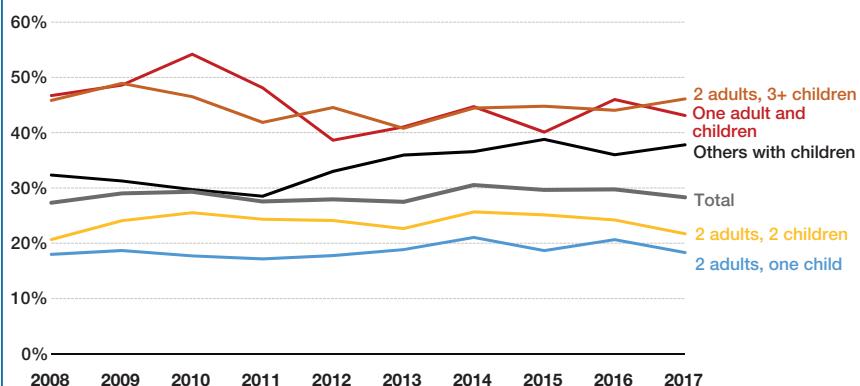
#### 2.4.1. Specific dimensions of child poverty: type of household, origins of the parents and age of the child

Poverty among children and adolescents obviously has a great deal to do with the characteristics of the households where they live, their parents' employment situation, their ages and the number of siblings, to mention only a few of the most relevant factors.

#### 2.4.1.1. Type of Household

As can be seen in chart 18, the at risk of poverty rate for children who live in single-parent households or large families (with three or more children) has been systematically higher than the average child poverty rate in Spain during the entire period under study. In particular, children in single-parent female headed households had poverty rates 20 and 25 points higher than the average child poverty rate during the first years of the crisis. Although this difference reduced since 2011, the rate was still 15 points above the average. The poverty rate for children who live in households consisting of two adults and three or more children, commonly known as large families, followed a similar pattern. Finally, children in households with more than two adults, among households with an immigrant background were clearly overrepresented, also had child poverty rates above the average. In contrast, the child poverty rates in households with two adults and one or two children have always been below the average, although it should be remembered that the child poverty rate in Spain has been very high during the entire period as compared to the rest of Europe.

**Chart 18. At risk of child poverty rate (60% of the median) in Spain (2008-2017), by household composition**



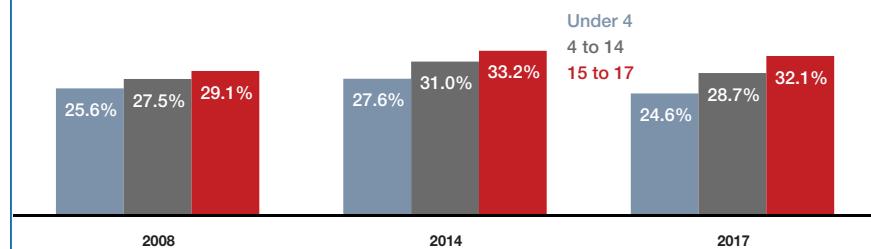
Source: Survey of Income and Living Conditions (INE, 2008-2017) and Labour Force Survey (2008-2017).

#### 2.4.1.2. Age of the children

Turning to the characteristics of the children themselves and their relationship with the child poverty rate, the data indicate significant differences by age but not by sex: adolescents have always had higher poverty rates than other children; and children under the age of 4 also have lower poverty rates than children between the ages of 4 and 14. Therefore, it can be said that the

child poverty rates increase with the age of the children, and that differences in poverty between younger children and adolescents increased over the decade, as shown in chart 19.

**Chart 19. At risk of child poverty rate (60% of the median) in Spain (2017), by age group**



Source: Survey of Income and Living Conditions (INE, 2017).

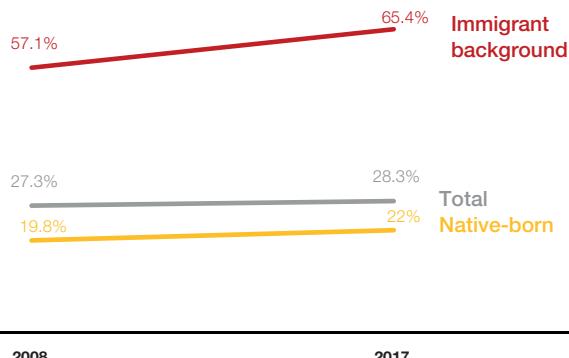
#### 2.4.1.3. Origins of the parents

Since the end of the nineties, migratory flows into Spain have been characterised not only by a strong labour profile but also by an intense and rapid process of family reunification. These two processes have resulted in the visible presence of children of immigrant origins in neighbourhoods and cities all over Spain. Children born in Spain to immigrant parents and to mixed couples have also been added to the reunited children. According to the Survey of Income and Living Conditions (EU-SILC LCS), in 2008 16.7% of children living in Spain had an immigrant background (11.2% had two parents born outside Spain and 5.5% only one). In 2017, the percentage had risen by over five points, to 22% (15.3% with two parents born abroad, and 6.7% were descendants of mixed couples).

These children have suffered the consequences of the economic crisis with particular intensity, due to the higher unemployment rates among their parents compared to native-born parents, among other factors. Therefore, while the poverty rate among children with native-born parents rose only two points between 2008 and 2017, the increase among children with two non-EU immigrant parents was eight points. However, what is most remarkable is not the different growth levels during the crisis but the difference in the levels of child poverty between the two groups during this period. In 2017, almost two out of every three children in Spain with two parents born outside the EU were at risk of poverty (65.4%), as compared to 22% of children in households with both parents born in Spain. In other words, in

this country, the incidence of child poverty in households with an immigrant background is almost three times that of households with a non-immigrant background.

**Chart 20. At risk of child poverty rate (60% of the median) in Spain (2008 and 2017), by parents' origins**



Source: Survey of Income and Living Conditions (INE: 2008, 2017).

Also, the composition of the households with children in Spain show significant differences depending on whether parents are immigrants or native-born. In 2017, more than one-third of children with immigrant parents lived in households with two adults and three or more children, as opposed to only 12% of children from native-born parents. And 19% and 12%, respectively, lived in households with more than two adults. At the start of the crisis, in 2008, these differences were even greater, although following the same pattern. In contrast, single-parent families were and still are less frequent among households with an immigrant background. This may help to explain, at least in part, the higher poverty rates among children with immigrant parents. Regardless of their relative weight among immigrant households, the child poverty rate is always higher for children with two parents born outside Spain. In addition, throughout the decade studied, the differences between children in households with an immigrant and native-born background increased, especially for those living in households composed of two adults and two children, while they decreased for children living in households with more than two adults.

**Table 2. Poverty rate (threshold 60%) for children living in households with an immigrant and non-immigrant background, by type of household, 2008 and 2017.**

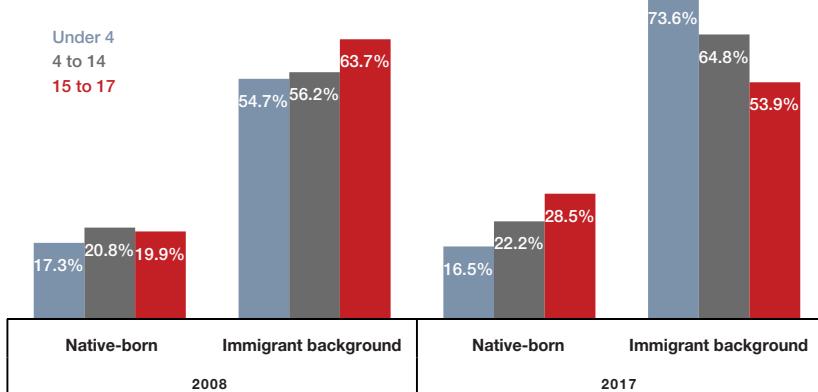
	2008		2017		Ratio of native-born/immigrant background	
	Native-born	Immigrant background	Native-born	Immigrant background	2008	2017
<b>One adult and at least one son/daughter</b>	40.7%	71.0%	41.6%	58.3%	1.7	1.4
<b>Two adults with one son/daughter</b>	12.3%	36.9%	13.5%	38.2%	3.0	2.8
<b>Two adults with two sons/daughters</b>	18.5%	43.1%	17.5%	66.4%	2.3	3.8
<b>Two adults with three or more sons/daughters</b>	29.0%	81.1%	30.4%	77.5%	2.8	2.5
<b>Other households with sons/daughters</b>	20.7%	51.6%	33.1%	58.7%	2.5	1.8
<b>Total</b>	19.8	57.1	22	65.4	2.9	3.0

Source: LCS 2008 and 2017, compiled by the High Commissioner against child poverty.

Lastly, very significant differences appear across children ages. While child poverty among immigrant households peaked among children under the age of four (74%), and reached the lowest level (54%) among adolescents, in native-born households the pattern is exactly the opposite one: the lowest percentage at risk of poverty (16%) appears among children under the age of four, and the highest (28.5%) among children over the age of 14.

Therefore, not only was the incidence of child poverty much higher among children in households with an immigrant background but also its distribution by age followed a different pattern compared to native origin households. Changes over the decade 2008-2017 were also very different: differences in the poverty rates of adolescents significantly reduced due to opposite trends in both groups – a high increase among those with a native-born background, and a notable decrease among those with an immigrant background. In addition, there was an increase in the differences among children under the age of four, which is almost exclusively due to the increase in the poverty rates for this group in households with an immigrant background.

**Chart 21. Child poverty rate (60% of the median) in Spain (2008, 2017), by age group and parents' origins**



Source: Survey of Income and Living Conditions (INE: 2008, 2017).

It is therefore obvious that children from an immigrant background are over-represented in child poverty. While children from an immigrant background account for 15% of the total of children in Spain, they account for 33% of the total number of children below the poverty threshold, i.e., more than double. In addition, this poverty is more highly concentrated among children aged 0 to 3 years in immigrant households, while there is a lower incidence among adolescents in households with a native-born background. This could be due to a temporary effect associated with the recent arrival of their parents and the difficulties they have found to adapt to the host society, or reflect the fact that these households have greater difficulty accessing the help and services intended for early childhood, which are in any case limited in Spain. Similarly, the reduction in poverty among adolescents who live in immigrant households found between 2008 and 2017 could reflect a process of selective return or their incorporation into the job market much earlier than native-born adolescents, with the risks this entails in the medium and long term.

#### 2.4.2. Manifestations and consequences of child poverty: school drop-out and failure, malnutrition and obesity, bullying and violence

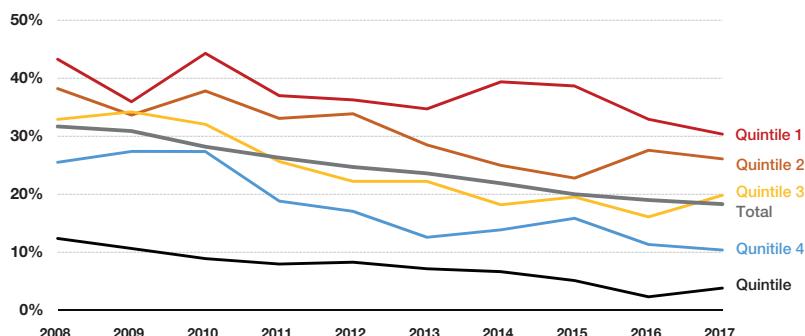
Childhood is an essential period for the personal and social development of individuals. What occurs during childhood determines with extraordinary force the levels of well-being that will be reached in adult life in all domains:

a good job, good health, social inclusion, etc. Because of this, eliminating the obstacles to full development during childhood is vital for the advancement of any country. In the short term, children who suffer child poverty experience their negative consequences in almost every area of their daily lives.

#### 2.4.2.1. Education

Living in poverty is linked with poor performance at school. School drop-out and grade retention rates, two key indicators for measuring progress on Agenda 2030 SDG 4 ‘Education’, vary depending on the household income. Students from a household in the bottom 20% in terms of income distribution have a rate seven times higher than students from a household in the top bracket to leave school too early (see chart 22). As to the grade retention rate, which affects one third of Spain’s student body, the differences by household income are particularly visible. Therefore, by the age of 15, 53% of students from the lowest income group have repeated a year, compared to 8% of those in the richest group, which means six times difference (PISA 2015, compiled by the authors).

**Chart 22. Dropout rate in Spain among young people aged 18 to 24, by income quintile**



Source: Survey of Income and Living Conditions (INE, 2008-2017) and Labour Force Survey (2008-2017).

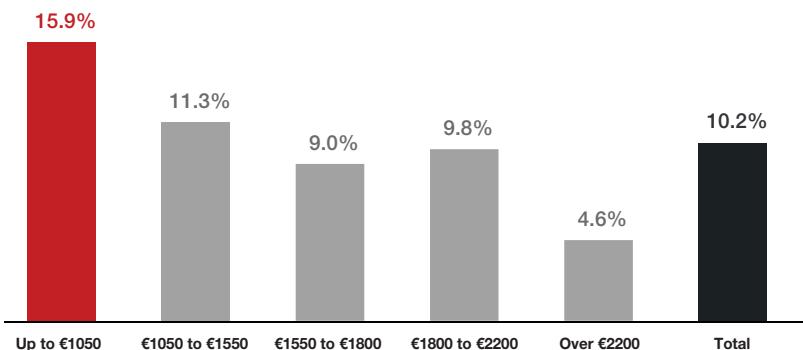
#### 2.4.2.2. Health

Children who live in poverty suffer from malnutrition and obesity more frequently than the more affluent ones. As chart 23 shows, children who live in households in the second and first quintile of income distribution<sup>9</sup> have child

<sup>9</sup> The calculation of the income quintiles for this data differed from that used in previous charts. The Spanish National Health Survey does not contain detailed information on family income, but it does contain the net monthly income group for the household. This variable was recoded as five categories with approximately 20% of the sample in each of them.

obesity rates that are two or three times, respectively, those of children in the quintile of more affluent households.

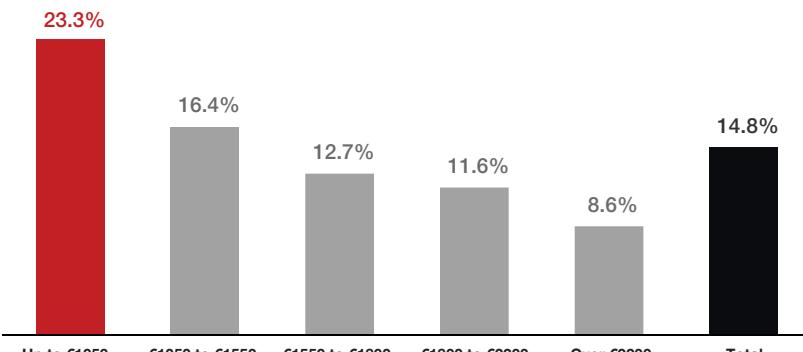
**Chart 23. Percentage of obese children aged between 4 and 14 (2017), by monthly income group**



Source: Spanish National Health Survey (INE, 2017).

This situation largely responds to the fact that children who live at risk of poverty do less exercise and have a poorer diet, with an excess of sugar and a lack of fruit and vegetables, as can be seen in chart 24: differences between the second and first quintile as compared to the fifth (the most affluent one) regarding weekly physical exercise are of similar size as the ones observed in the obesity rate.

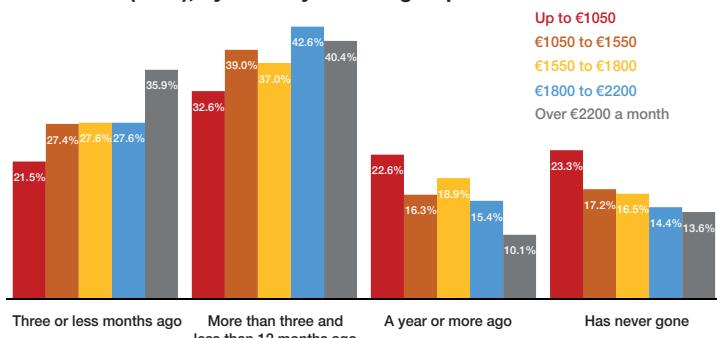
**Chart 24. Percentage of children aged between 4 and 14 who do not exercise weekly (2017), by monthly income group**



Source: Spanish National Health Survey (INE, 2017).

Lastly, children in poor households or at risk of poverty receive poorer healthcare. Approximately 45% of those who live in lower income households have never been to the dentist nor did so a year or more ago, as compared to 25% of those who live in households in the most affluent quintile. Differences in the frequency of visits to the dentist are almost non-existent in the three intermediate quintiles of the distribution, which confirms the usefulness of this indicator for capturing inequalities in healthcare between children at risk of poverty and the rest.

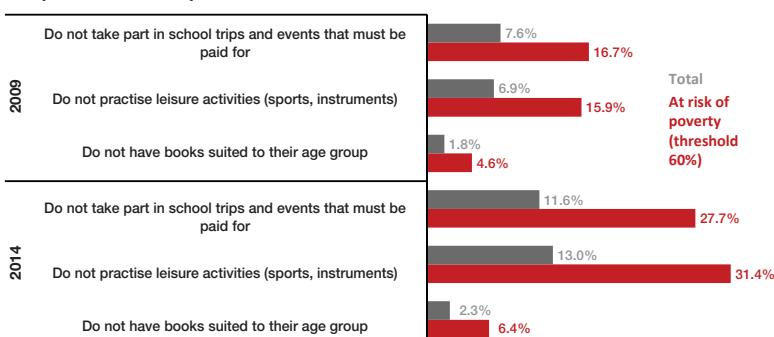
**Chart 25. Number of visits to the dentist in the last three months by children aged between 4 and 14 (2017), by monthly income group**



Source: Spanish National Health Survey (INE, 2017).

Exclusion derived from poverty among children has many and varied expressions that go beyond dropping out or poorer health, and affect their daily lives and routines. Children who live at risk of poverty have a systematic probability of missing out school trips and out-of-school activities, including leisure activities such as playing instruments or sports, which is between two and three times greater than for children who are not living in poverty. And all these differences increased during the crisis period.

**Chart 26. Percentage of children aged between 1 and 16 suffering material deprivation (2009 and 2014)**



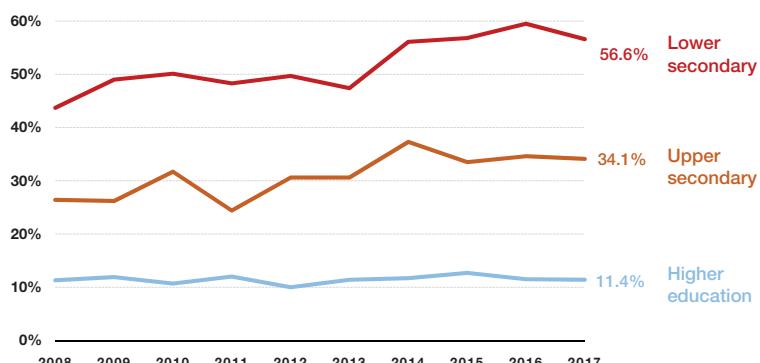
Source: Survey of Income and Living Conditions (INE: 2009, 2014).

### 2.4.3. Intergenerational Transmission of Poverty

Apart from the individual drama that child poverty entails, child poverty also implies some additional short, medium and long-term costs for the whole of society that should not be ignored. Firstly, from the strictly economic point of view, child poverty leads to a loss of productivity, healthcare costs and the costs associated with greater exclusion and insecurity. Increasingly unequal societies face multiple problems in the areas of education and healthcare, but they also suffer from high levels of violence, low social trust and political disaffection. Secondly, poverty is inherited<sup>10</sup>: situations of social advantage or disadvantage are reproduced depending on the family's resources, and the incidence of the problem varies with the overall level of inequality in a particular society.

Although there is no up-to-date data on this phenomenon (the Intergenerational Transmission of Poverty Module included in the 2005 Survey of Income and Living Conditions will be replicated in 2019), chart 27 shows the risk of child poverty according to the education level of their parents, which adds to the existent evidence that people who grow up in a household at risk of social exclusion frequently experience this same situation in their adult lives.

**Chart 27. At risk of poverty rate (60% of the median) for minors under 18 years of age, by parents' education level, 2008-2017**



Source: Survey of Income and Living Conditions (INE, 2008-2017).

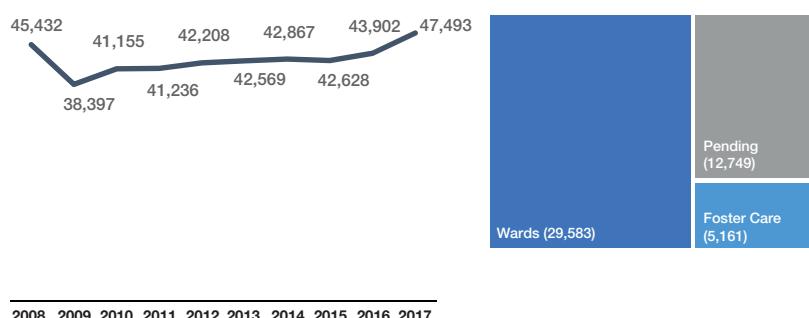
<sup>10</sup> Raúl Flores Martos, Mónica Gómez Morán and Víctor Renes Ayala (2016: Intergenerational transmission of poverty: factors, processes and proposals for intervention, Madrid (FOESSA).

## 2.4.4. Particular vulnerable groups. Children in care and youth formerly in care

### Children in care

In 2017, almost 44,000 children in Spain were living under a protection order. This figure remained almost stable over the decade, although their profile has changed profoundly, especially since 2016, with a significant increase in the absolute and relative numbers of unaccompanied foreign minors. In 2012, there were 3,261 of them, rising to 6,414 by the end of 2017, and to 13,012 by the end of 2018, according to data from the Ministry of the Interior's Register of Unaccompanied Foreign Minors, which suffers from some coverage gaps and is not always fully updated due to the fact that the protection systems from the regional governments most affected by this phenomenon have been overloaded. Just in 2018, 6,063 children arrived in Spain with no adult to accompany them, an increase of around 150% compared to 2017 (UNICEF, 2019)<sup>11</sup>.

**Chart 28. Minors under protection measures (2008-2017) and by type of case (2017)**

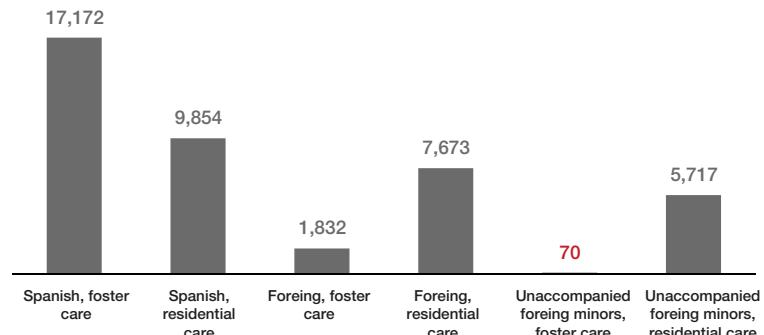


Source: Ministry of Health, Consumer and Social Welfare.

According to Law 26/2015, foster care is preferable to residential care and must be encouraged by the authorities. However, the percentage of children in foster care has fallen almost uninterruptedly since 2013, when 62% of all protected minors were placed with a family (at times the extended family, at others an unrelated family). By 2017, this percentage had fallen to 57%, reflecting, in great part, the impact on the protection system of the increase in the number of unaccompanied foreign minors, especially in 2017 and 2018 (Childhood in Data, 2018).

<sup>11</sup> UNICEF, 2019. The rights of unaccompanied migrant children at the southern Spanish border.

**Chart 29. Number of children in foster care (2017), by type of case and nationality**



Source: Ministry of Health, Consumer Affairs and Social Welfare.

Boys were in the clear majority, with 90%. Most of them have special needs stemming from their migratory process, their lack of knowledge of Spain's official languages, levels of education well below the average and additional difficulties related with documentation, which in some cases also leads to their exclusion from conventional education and training and access to employment.

#### Youth formerly in care

After the age of 18, youth who have received care through the child protection system are obliged to become independent (emancipated). At the state level, the Organic Law of July 22nd, 2015 that modified the protection system for children and adolescents, established for the first time specific measures to support the emancipation of those who were under the protection system when they came of age, although the Autonomous Community authorities are the responsible authorities for implementing these support measures and regional specific regulations. In some Autonomous Communities, special programmes have existed for some time that allow these young individuals to follow a distinct route to emancipation that can continue up to the age of 21 or 25. However, in others these youth continue in a much more vulnerable situation when they reach the age of majority. In addition, there are no nationwide data on these young people once they come of age, which makes a complete and accurate analysis of their situation very difficult.

FEPA (Federation of Entities offering Assisted Projects and Flats for these youth) produces an annual report including data of special relevance when analysing the special features of the group, given the lack of a unified source for the entire country<sup>12</sup>.

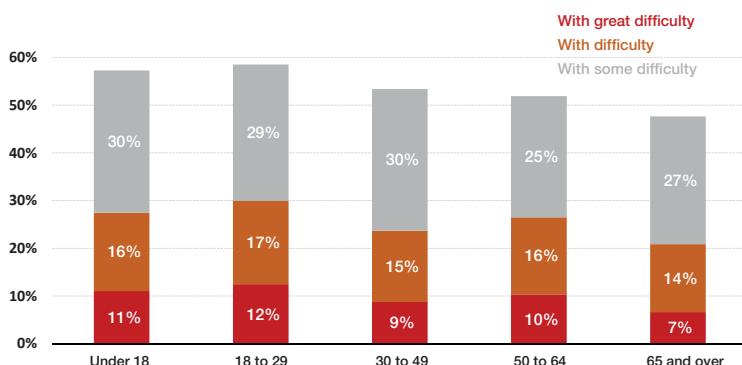
<sup>12</sup> [https://www.fepa18.org/wp-content/uploads/2018/09/Analisis\\_encuesta\\_FEPA\\_17.pdf](https://www.fepa18.org/wp-content/uploads/2018/09/Analisis_encuesta_FEPA_17.pdf)

## 2.5. Poverty in the adult population, with special reference to the situation of youth

As has been seen above, overall levels of income poverty in Spain are very high compared to Europe in general, but the intensity also differs greatly depending on age. While poverty levels among people aged 30 to 50 correspond approximately to the average for the entire population, the levels for the over-50 and, in particular, the over-64 age groups are exceptionally much lower and those for young people aged 18 to 29 much higher. It is necessary to analyse in detail, as was done with child poverty, the expressions and possible factors associated with adult and especially youth poverty. This section is devoted to this topic, examining education, training, employment, housing and healthcare situation of the adult population of Spain and its relation with their income poverty, material deprivation and exclusion.

In 2017, people who had some sort of difficulty with making ends meet dropped significantly, to 53.3% of the total population, a figure that was the lowest in the last 10 years but still included over half of the population of this country. Again, there were also age-related differences. Young individuals between the ages of 18 and 29 constituted the highest number of people who make ends meet “with difficulty” or “with great difficulty” (29%), followed by the under-18 age group. And overall, 58% of youth had some sort of difficulty in making ends meet.

**Chart 30. Difficulty with making ends meet, by age group (2017)**



Source: Survey of Income and Living Conditions (INE, 2017).

The special attention given to young people aged 18 to 29 is justified not only by their extremely high levels of poverty but also because this is the age group that has endured worse since 2008. Table 3 summarises some indicators and their

evolution over the last decade for this group. As can be seen, the school dropout rate, the number of youth who are not employed nor attend training (NEET, for short) and the youth unemployment rates rose extraordinarily up to 2013. Since then, coinciding with the change in the economic cycle, there have been improvements in the three indicators. However, only in education and training has there been a return to the existing levels prior to the start of the crisis, or even some improvement as indicated by the drop-out rate-. However, it is difficult to say whether this evolution, despite the growth of employment, reflects the lack of good job opportunities. As is well known, job opportunities open to young individuals who dropped out of school are very precarious and much rarer for those who do not have a secondary or higher education.

**Table 3. AROPE, unemployment, NEET and school drop-out rates for youth in Spain (2008-2017)**

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
<b>Education and Training</b>										
<b>NEET - youth aged 15 to 24</b>	14.3	18.1	17.8	18.2	18.6	18.6	17.1	15.6	14.6	13.3
<b>School drop-outs, 18-24</b>	31.7	30.9	28.2	26.3	24.7	23.6	21.9	20	19	18.3
<b>Unemployment</b>										
<b>Unemployment, age 16-19</b>	39.4	55.2	61.3	64	72.6	74	68.6	67.3	60	54.5
<b>Unemployment, age 20-24</b>	20.2	33.3	36.9	42.3	48.9	51.8	50.3	44.6	41.4	35.2
<b>Unemployment, age 25-29</b>	13.3	21.7	24.7	26.3	31.5	33.3	30.3	28.5	25.6	22.9
<b>Poverty</b>										
<b>At risk of poverty rate</b>	16.5	15.0	18.6	23.1	27.4	28.8	33.5	34.2	32.6	31.4
<b>Risk of poverty and social exclusion, youth aged 16 to 29</b>	22.8	23.6	27.8	30.4	33.5	33	36.4	38.2	37.6	34.8

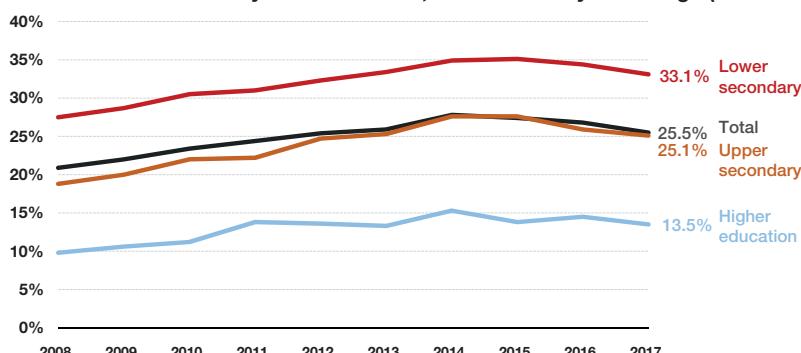
Source: Eurostat.

It is noteworthy that, despite the appreciable improvement in these three indicators, neither the income poverty indicator nor the AROPE indicator showed a substantial improvement for the group in question. The AROPE value peaked in 2015, but in 2017 continued to be 12 points higher than in 2008 despite the improvement in the employment rate, which forms part of the indicator. The at risk of poverty rate was almost double that in 2008 and barely managed to fall by two points since reaching its historic maximum in 2015, after rising uninterruptedly to 15 points in eight years.

## 2.5.1. Education and Training

Poverty reduces more effectively as individuals' education increases. All studies confirm the relationship between low education and particular dropout, and the risk of poverty and social exclusion (Graphic 31). Accordingly, differences in AROPE between people with a higher education (13.5%) and primary and lower secondary education were more than double.

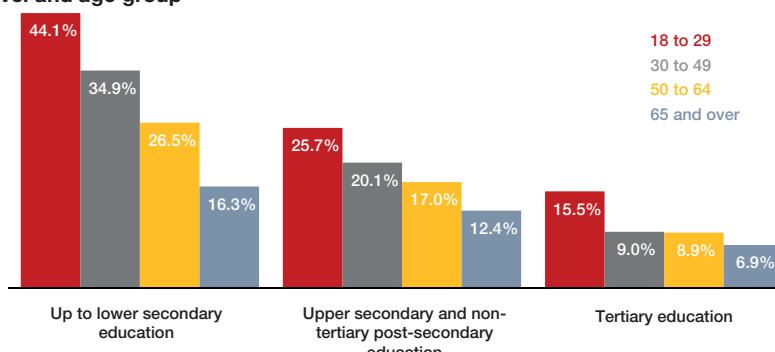
**Chart 31. AROPE rates by education level, those over 18 years of age (2008-2017)**



Source: Survey of Income and Living Conditions (INE, 2008-2017).

As chart 32 clearly shows, income poverty rate also showed a clear downward trend as the education level rose, even if, again, the protective effect of education has not been as effective for youth as for older adults.

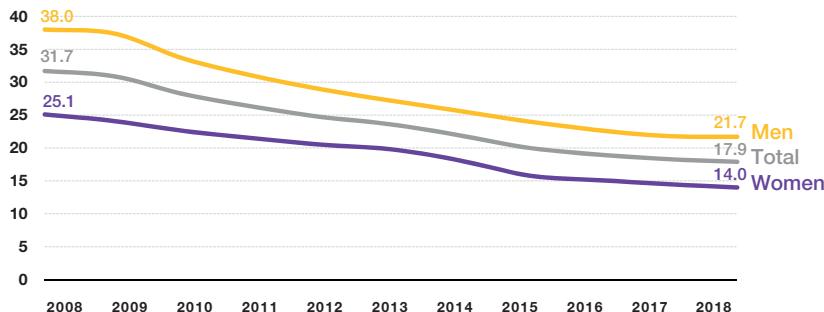
**Chart 32. At risk of poverty rate (60% of the median) in Spain (2017), by education level and age group**



Source: Survey of Income and Living Conditions (INE, 2017).

While Spain has a percentage of people with a higher education (33.2%) above the EU average, it is also characterised by a higher percentage of people who did not reach the second stage of secondary education (41.8%). In other words, there is a shortage of people with intermediate-level education and an excess of people with little education. The large percentage of the population with a low education level is consistent with drop-out rates (dropping out of education and training). Since 2008, there has been a sustained fall in this indicator, from 31.7% to 17.9% in 2018. However, Spain's drop-out rate continues to be one of the highest in Europe, alongside Malta and Romania, and the goal of 15% included in the 2020 Europe Strategy has not yet been reached. It should also be noted that there is a significant gender gap in school drop-outs, with a difference of over seven points between boys (21.8%) and girls (14.5%), although this difference has fallen down to five points in 2018.

**Chart 33. School drop-out rate in Spain by sex, 2008-2018**



Source: Eurostat and Ministry of Education and Vocational Training.

Dropping out of school particularly affects the most vulnerable groups, which lack the support and reference points that would prevent it. Many of them are compelled to stop studying and enter a labour market that offers them few possibilities and unqualified jobs. For this reason, on the one hand, educational compensation measures are essential throughout compulsory education, and on the other, vocational training serves as an opportunity for these groups as its job market orientation fits their needs better.

In fact, the direct relationship between the education level of the parents and the risk of poverty for the children has already been mentioned above (see Chart 27). As a result, education and training benefit society because they prepare the human resources to be more productive in the future and reduce the intergenerational transmission of poverty.

In this context, the first cycle of pre-school education is the ideal place for tackling the intergenerational transmission of poverty and providing everyone with equal opportunities. Recent research shows that attending the first cycle of pre-school education (age 0-3) reduces both the level of household poverty and the probability of poverty being passed on from one generation to another<sup>13</sup>. Pre-school attendance also helps to balance work and family life, which can increase the activity rate (especially of mothers) and therefore lessen the household's risk of poverty. As Chart 34 shows, Spain has performed comparatively well on the Barcelona European Objectives, which set targets for early childcare<sup>14</sup>, but significant improvements are still needed in other areas. In the last decade, mainly through the Educa3 programme, the net enrolment rate of 0 to 2 year olds in Spain has increased substantially, especially for 2 year olds, with significant progress being made in some Autonomous Communities. However, in other regions the enrolment rate is still insufficient.

It is also essential to do a detailed analysis of the inequalities in access to the first cycle of pre-school education by socio-economic level and to ensure that the families who need it receive aid that will allow them to send their children to school. According to data from the 2016 Survey of Income and Living Conditions, Spain is the EU country in which a higher percentage of parents (51.8%) give financial reasons as the main reason for not using formal childcare services for their children. It is also necessary to note the differences in the quality of the programmes offered by centres catering to children aged 0 to 3 (especially private ones), since they can foster differences in equal opportunities from a very early age instead of combatting them.

**Chart 34. First cycle of pre-school education (0-3 years) in Spain and the EU (2016), by hours per week**



Source: Eurostat.

<sup>13</sup> See the publications of the Framework Programme FP7 research project “*Changing families and sustainable societies: Policy contexts and diversity over the life course and across generations*” at [www.familiesandsocieties.eu/](http://www.familiesandsocieties.eu/)

<sup>14</sup> See [www.ec.europa.eu/justice/gender-equality/](http://www.ec.europa.eu/justice/gender-equality/)

Lastly, from the viewpoint of gender equality in the effective access of women to education, training and scientific research, it is essential to encourage young women to be interested in science, technology, engineering and mathematics (STEM) at all levels of the education system. Although in Spain 55% of university students are women, only some 30% opt for highly scientific degrees, such as mathematics, physics and engineering. This shortfall is what lies behind the high-quality jobs gap for women.

**Roma population.** Although the illiteracy level among the Roma population is approaching that of the general population, other indicators reveal the enormous gap that in fact exists in the educational levels of this group. According to the indicators in the 2012-2020 National Strategy for the Inclusion of the Roma population in Spain and its 2016 interim assessment, there are still high levels of secondary school drop-out: 61.1% among gypsy men and 64.3% among gypsy women between the ages of 12 and 24 (Foundation for the Gypsy Secretariat, 2013) as opposed to 20% for the total population aged between 18 and 24. The school drop-out rate among gypsy girls is particularly worrying, as it occurs earlier, between the ages of 10 and 14, reversing at the age of 15.

Gypsies are still very far from attaining the post-compulsory education rates of the total population: for the 30 to 34 year-old general population the rate is 40.9% but for the younger Roma population, up to the age of 25, it is below 8%. Some slight progress has been made on a number of the educational objectives included in the Strategy's interim assessment: an increase in secondary school attendance by the 13-15 year old Roma population (up from 84.2% in 2007 to 92.3% in 2012) and for girls, a rise of 17.5 percentage points (from 71.7% in 2007 to 89.2% in 2012).

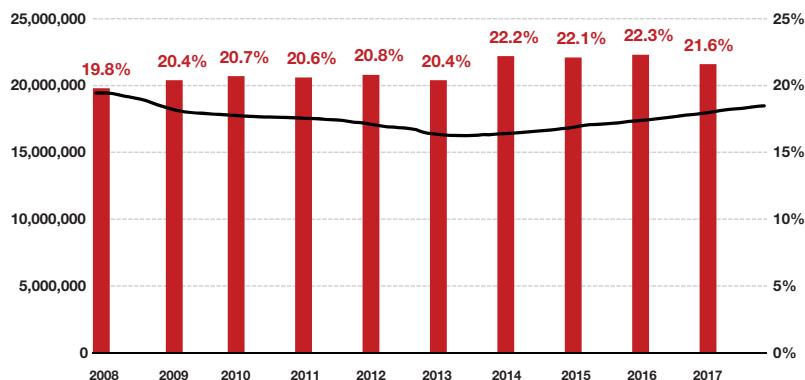
There was also an improvement in the indicator of the proportion of the Roma population between the ages of 15 and 24 that is neither in education or training (43.3% for the 15-19 age group –men 39.9% and women 46.6%– and 48.5% for the 20-24 age group –men 44% and women 52.8%). However, the rate is still very high, and higher than for the total population, where it is 10.4% (men 11.6%, woman 9.1%) for young people aged between 15 and 19 and 25.9% (men 26.7%, women 24.9%) for the 20-24 age group, according to data from Eurostat for 2012.

## 2.5.2. Employment

The employment situation is one of the key factors in the prevention of poverty and social exclusion; in fact, its importance has been widely recognised by the active inclusion approach. Labour income, which is linked to stable

employment, is the main source of family income and therefore one of the crucial factors to be taken into account when looking at households at risk of poverty and social exclusion. Since the beginning of economic recovery, Spain has become one of the countries with the highest employment growth in Europe. Economic recovery and job creation provide vulnerable people with the ability to join the labour market and to improve their chances of escaping from poverty. Between 2014 and the third quarter of 2018 over 2.5 million jobs were created (Economically Labour Force Survey, INE), with the number of employed people rising from 17.35 to 19.52 million. However, this growth has only led to a slight reduction in the poverty rate since 2016, as shown in chart 35.

**Chart 35. Non-seasonal monthly registration in Social Security (left axis) and annual at risk of poverty rate (right axis: 60% of the median)**



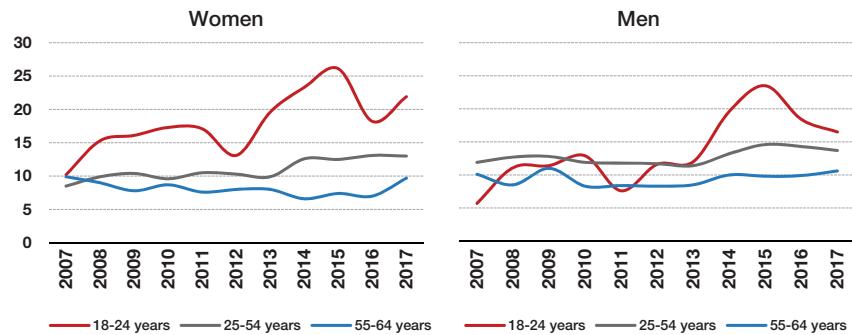
Source: Social Security Statistics (2019) and Survey of Income and Living Conditions (INE, 2008–2017).

In other words, the available data shows that the recovery of pre-crisis employment levels is not enough to reverse the high levels of income poverty reached during the crisis<sup>15</sup>. Chart 36 shows that, instead of decreasing, the at risk of poverty rate among the employed population, aged between 25 and 54 has risen since 2013 for women and 2014 for men, without any noticeable improvement even in 2017. In contrast, for employed youth between the ages of 18 and 25 the situation became much worse between 2013 and 2015, despite this being a period of incipient recovery in employment. Since then, there has been a downward trend for men, although women have not been

<sup>15</sup> It is important to note that this dynamic is more difficult to detect using the AROPE rate because employment is one of its basic components.

affected quite as badly, with their poverty rate having improved in 2015 but worsening again in 2016.

**Chart 36. At risk of poverty rate (threshold 60% of the median) in Spain for the employed (2007-2017), by age group and sex**



Source: Survey of Income and Living Conditions (INE, 2007-2017).

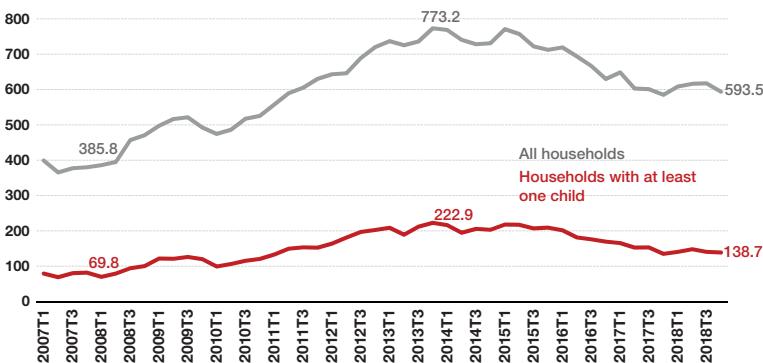
The recovery of the labour market is also reflected in the smaller number of households with all their active members unemployed. According to the LFS Q4 for 2018, in Spain there were 1,053,400 households with all their active members unemployed, decreasing by 30,300 from the previous quarter. In Q4 for 2018, the percentage of households with all their members unemployed was 7.86%, the lowest since Q1 for 2009.

The crisis as well as the gaps in social protection also contributed to the rise in the number of households with no income, leaving them in a particularly difficult situation. The peak point was reached at the end of 2013 with 773,200 households, twice the number at the beginning of 2008. Although the situation has improved, the number of households with no income continues to be approximately 40% higher than at the start of the crisis. In other words, the number of households with no income has fallen but this decrease has been very gradual and of less intensity for vulnerable households, such as those with dependent children. In Q3 for 2018, there were 139,000 households with no income and at least one child, representing 23% of the total number of households with no income, i.e., almost one in every four households with no income has at least one child.

As compared to the total number of households with no income, the crisis had the greatest effect on households with children. In 2013, the peak of the crisis, the number was more than three times higher than in 2008. Although since then the trend has been downward, there are still twice as many households with no income and at least one child than at the start of the cri-

sis, and the decrease that occurred during the recovery years is significantly smaller than that observed in the sum of all households with no income.

**Chart 37. Total number of households with no income and households with no income and children (in thousands). Quarterly data for 2007-2018**

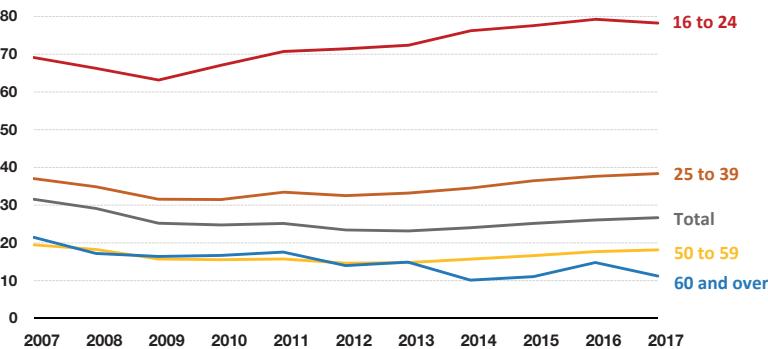


Source: Economically Labour Force Survey (INE, 2007-2017) In thousands of households.

Compiled by: High Commissioner against child poverty.

There is no doubt that the slow progress toward improving poverty during the recovery years, in spite of the improvements in the aggregate figures of employment, has to do with the quality and characteristics of the jobs created. Despite the fall in temporary employment from 31.6% in 2007 to 26.8% in 2017, Spain continues to have very high rates of fixed-term contracts, the highest in the European Union in 2017, according to data from Eurostat. In this case, the difference by gender is not very marked, although in 2017 women had a temporary employment rate 1.6 points higher than men.

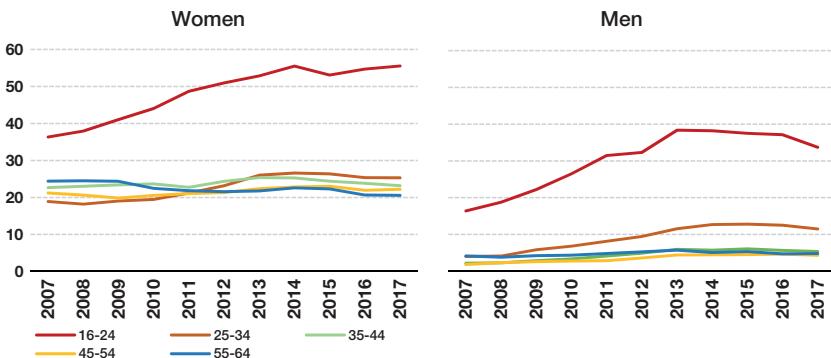
**Chart 38. Temporary employment rate (2007-2017), by age group**



Source: Economically Labour Force Survey (INE, 2007-2017).

It is also necessary to remark the significant increase of part-time employment, to a large extent involuntary, during the crisis, which particularly affected young individuals, and both men and women, but always with much higher rates for women and with no change in the trend by 2017.

**Chart 39. Part-time employment rate (2007-2017), by age group**



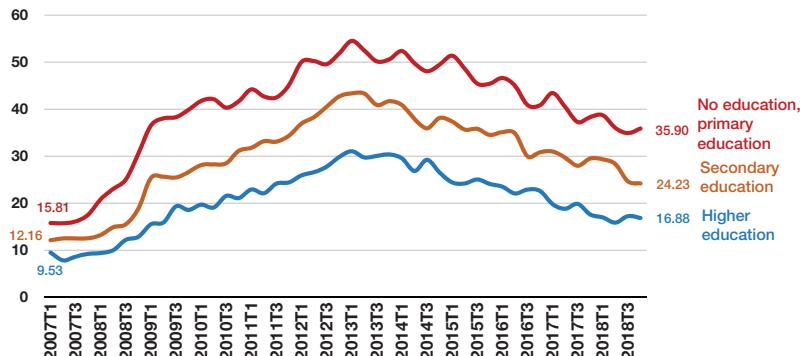
Source: Economically Labour Force Survey (INE, 2007-2017).

Jobs available to the majority of young people do not protect them from poverty; they are precarious jobs, i.e., temporary, part-time, low-quality and poorly paid. Young people were the segment of the Spanish population that suffered the most during the decade of the crisis, reaching an unemployment rate of 42.4%. Even though this rate has improved substantially, to 25.2% in 2018, it is still far below the European average. However, the economic recovery has been largely based on a lack of job security for the country's youth. In 2018, youth employment was temporary (57.5%), part-time (43.52%) and associated with occupations with little added value, such as catering and sales, which are poorly paid and have a high turnover rate (36.8%). These working/social conditions, i.e., a high rate of youth unemployment, precarious employment and low wages, have led to a high risk of exclusion for many young people and made it impossible for them to plan their lives.

This precariousness of youth employment, which cannot be attributed to the crisis, is taking on a structural nature. It is the new framework for labour relations, which affects the entire youth population when they join the labour market, but in two different ways. The chart below shows that while unemployment rates by education level were similar at the start of the crisis, since 2007 a huge gap has opened between educational levels. In Q4 for 2018, the unemployment rate for youth with higher education was 12 points

lower than for those with secondary education, and 19 points lower than for those with even lower education levels.

**Chart 40. Evolution of the unemployment rate among those under 30 years of age by level of education achieved. Quarterly data for 2007-2018**



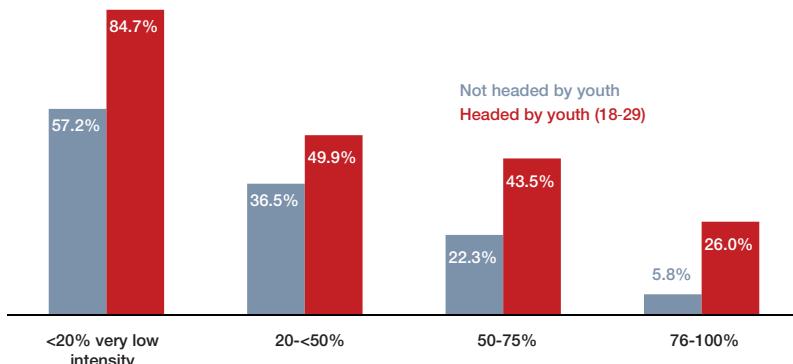
Source: Economically Labour Force Survey (INE, 2007-2017).

Low educated people are only eligible for low skilled jobs, subject to cyclical unemployment and facing a serious risk of exclusion. More educated ones, who come from socio-economically privileged segments, face the same fate, but they have the tools to deal with it. First, they may delay their entrance into the labour market and accumulate both intellectual capital, such as strategic skills, languages, specialisations and scholarships, as well as social capital. Secondly, they may also try to join the new but insufficient niches of qualified employment, or to emigrate, in addition to taking continuing training in formal or non-formal educational settings through volunteering and courses.

The situation continues to be alarming despite some economic recovery. As chart 41 shows, households headed by youth aged 18 to 29 systematically suffer from much higher poverty rates than the rest, even with the same levels of work intensity. For example, 85% of youth-headed households with very low work intensity are poor, while the equivalent percentage for households with older heads is 57%. The same pattern appears even if work intensity increases, so that the poverty rate for youth-headed households with a work intensity of 76% to 100% is almost five times that of households where the head is not a young individual. This pattern helps us to better understand other slightly unusual phenomena in Spain, such as the low fertility rate, its late onset and, at least in part, the high rates of child poverty described above. At the same time, it can clearly be seen that, by themselves,

the economic recovery and the decrease in unemployment are very far from ensuring a drop in the poverty rates for both children and youth.

**Chart 41. Poverty rate (threshold 60% of the median) in Spain (2017), by household work intensity and age of the head of the family**



Source: Survey of Income and Living Conditions (INE, 2017).

**Other particularly vulnerable groups.** The job market situation is already complicated due to the economic climate but it is particularly difficult for certain population groups that combine other risk and/or discrimination factors, whether due to age, employment situation, health, racial or ethnic origin, etc. This is the case, for example, of the long-term unemployed, youth, immigrants, gypsies, people with disabilities, convicts and ex-convicts, etc.

People with disabilities, who represent 5.9% of the active population (1,774,800 people), have special difficulties with finding and keeping jobs, fewer opportunities for education and training, a lower household income and a higher at risk of poverty and social exclusion rate. Age has a direct relationship with disability, in the way that people between the ages of 45 and 64 have a prevalence rate of 9.8%, which means that one in every 10 people has a disability.

In regard to the activity rate, the “*2018 Report on disability in Spain*” points out that two out of every three people with disabilities are inactive, a difference of 44 percentage points from the inactivity rate of the general population. According to the data in the report, 30.9% of people with disabilities receive a disability benefit.

Only 23.4% of these people are employed, as opposed to 60.9% of the general population, which demonstrates their difficulty with entering the labour market.

The unemployment rate among young people with disabilities is 63.5% and the school drop-out rate 43.2%, while the major barriers to gaining access to education and training are financial difficulties and the degree of disability<sup>16</sup>.

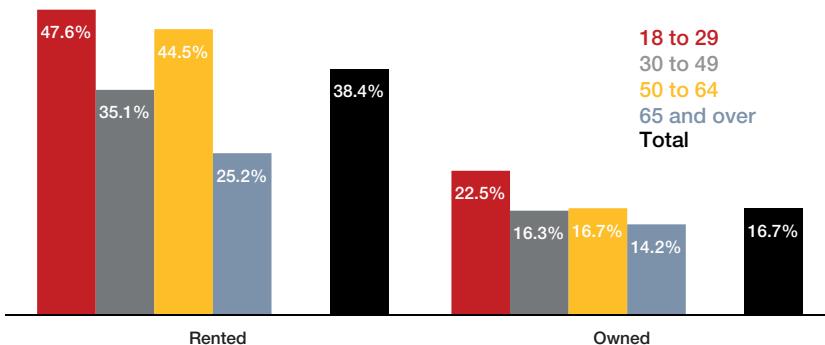
Because of these factors, in 2017, 31.5%, i.e., almost one out of every three people with disabilities, were at risk of poverty and/or exclusion, a figure that is 28% (seven percentage points) higher than that for people without disabilities.

### 2.5.3. Housing

Housing is one of the risk factors to be taken into account when examining poverty and social exclusion. Access to adequate housing is a key factor in social inclusion, emancipation and civic involvement; adequate, decent housing alone does not guarantee inclusion but it is an indispensable condition.

In Spain, the percentage of households owning their own house is slightly above the European average; and among those who own their house, the percentage of those who have a mortgage is also higher than the average for the EU countries. Given the different costs, it is necessary to examine the poverty rate by the type of tenure, as shown in chart 42. As can be seen, the at risk of poverty rate is almost double for those who are renting than for those who own their house. However, the differences by age within the two groups are very visible, young individuals aged 18 to 29, who have a systematically higher poverty rate than the other age groups, are also worse off, regardless of their type of tenure.

**Chart 42. At risk of poverty rate (60% of the median) in Spain (2017), by type of housing tenure and age group**



Source: Survey of Income and Living Conditions (INE, 2017).

<sup>16</sup> Data from the State Disability Observatory (2017), Olivenza Report 2017, on the general situation of disability in Spain.

In addition, despite the differences in the poverty rates by type of tenure, housing has become a serious problem for those who have not been able to keep their house because they could not cope with the expenses entailed. The Superior Council of the Judiciary provides statistics on the foreclosures filed in court. The number of foreclosures has fallen considerably since 2013, from 82,688 to 30,094 in 2017.

**Table 4. Foreclosures in Spain (2013-2017)**

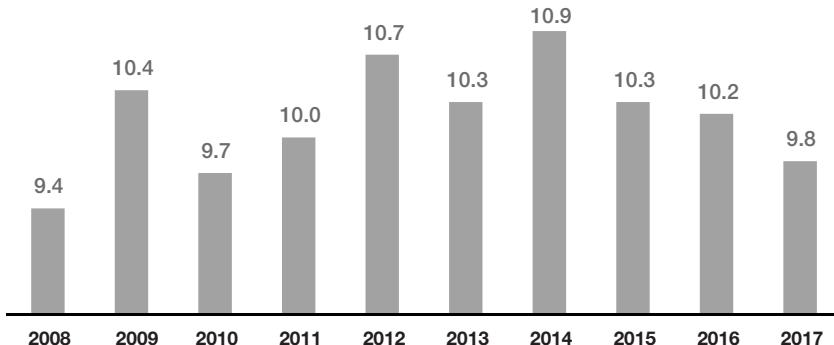
	2013	2014	2015	2016	2017
<b>Foreclosures filed with the HCJ</b>	82,688	80,785	68,165	48,410	30,094
<b>Evictions resulting from foreclosure proceedings before the HCJ</b>	25,790	28,870	29,212	26,393	22,326

Source: Spanish Superior Council of the Judiciary: Effects of the Crisis on the Courts.

However, these figures do not differentiate between a habitual residence and other properties, so that it is necessary to go to the statistics published by the Housing Observatory from the Ministry of, which, for the first time, included data on the foreclosures filed and recorded in the property registries in the last four years in its Annual Bulletin for 2017. Here, it can be seen that out of all the properties foreclosed in 2017 (51,999), 27,171 were homes. This represents almost one-third of the homes foreclosed in 2014. The number of foreclosures for habitual residences also fell by a half last year, as in 2016 21,064 homes and in 2017 only 10,749 habitual residences went into foreclosure.

In any case, housing costs –whether for rent, mortgage or the maintenance of the best living conditions– constitute one of the major expenses for any household. The so-called housing cost overburden, i.e., the number of households that must spend over 40% of their income on housing, has risen since 2008 and reached a peak in 2014. Since then the trend has reversed but has not returned to pre-crisis levels (see chart 43). Among the reasons that explain the financial overexposure of households to rent payments undoubtedly include the almost total lack of a social housing stock that would serve public policy, which in Spain is estimated to cover less than 2.5% of households.

**Chart 43. Housing cost overburden in Spain (2008-2017)**



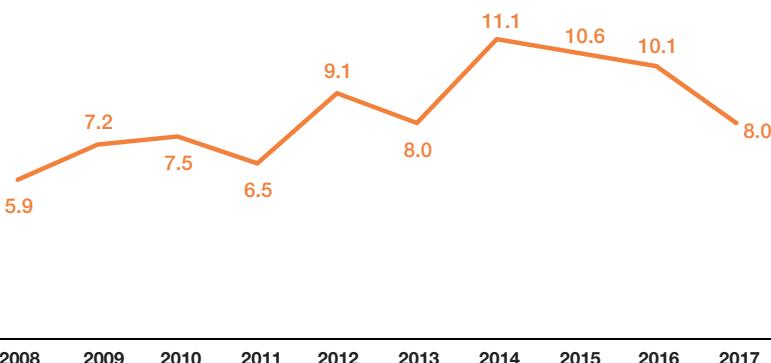
Source: Eurostat.

As has been noted above, for youth, gaining access to housing so as to become independent is a more worrying problem than for the rest of the population. According to data for 2017 from the INE Survey of Income and Living Conditions, the INE Continuous Household Survey, and the Emancipation Observatory (EO), the residential emancipation rate among young individuals fell from 26.0% in 2008 to 19.4% in 2017.

But not only is it important to be able to have a house in which to live, it is also essential for it to have decent living conditions, which involves significant additional costs. The problems of energy poverty have increased with the economic downturn and, in some cases, with the rise in energy prices. In 2014, the percentage of households that reported that they were unable to keep their homes at an adequate temperature reached a peak of 11.1%, falling to 8% in 2017. The percentage for single-parent households was 14.1% and for youth 12.5%.

Energy poverty is only one of the ways in which poverty and social exclusion in general reveal. Energy poverty has its own idiosyncrasies, as it can also affect groups that are not at risk of poverty and social exclusion. It is for this reason that, based on Royal Decree-Law 15/2018, on urgent measures for energy transition and consumer protection, a National Strategy to fight against energy poverty is being drawn up to respond to the special challenges of this issue.

**Chart 44. Percentage of households in Spain reporting they were unable to keep their homes at an adequate temperature 2008-2017**



Source: Survey of Income and Living Conditions (INE, 2008-2017).

There is a clear relationship between income level and the inability to keep one's home at an adequate temperature and/or have a problem paying energy bills: approximately one in every five households of the 20% with the lowest income find themselves in one or both situations. As the household disposable income rises, these two indicators fall. Even in the highest income quintile there are households in which it is difficult to maintain an adequate temperature. They account for 1.6% of this income group, which possibly points to a problem with the climate control system or the insulation of the house.

**Table 5. Inadequate temperature in the house by income quintile (2017)**

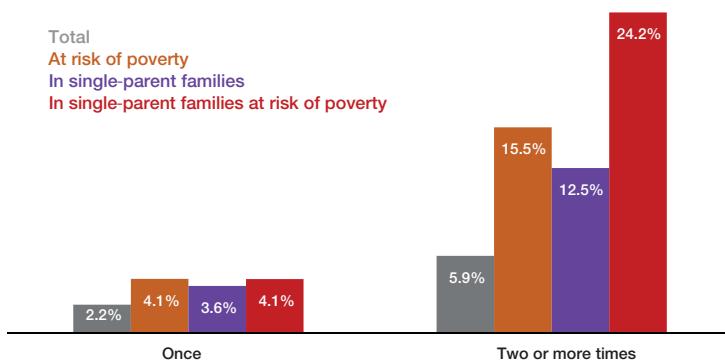
	Inadequate temperature in the house (% population)
Total	8
Quintile 1	19.6
Quintile 2	10.3
Quintile 3	5.6
Quintile 4	2.9
Quintile 5	1.6

Source: Survey of Income and Living Conditions (INE, 2017).

A significant number of single-parent families also face difficulties in gaining access to or remaining in their own house. In many cases, owing to their vulnerability or precarious financial situation, they are forced to share housing with other members of their family or with other people or families in

a similar situation, which limits their freedom for planning their own lives. The 2017 Continuous Household Survey revealed a difference of almost 20% between the total number of single-parent family units (with or without other people) and exclusively single-parent family units. The 2017 LSC confirmed that single-parent households were in arrears on their rent or mortgage more often than the rest and, if they were at risk of poverty, this circumstance affected them much more severely than other types of households at risk of poverty (i.e., those that were not single-parent).

**Chart 45. Percentage of people in Spain who have been in arrears on their rent or mortgage in the last 12 months (2017)**



Source: Survey of Income and Living Conditions (INE, 2017).

Lastly, the most serious reason for exclusion is not being able to gain access to a house, as demonstrated most clearly by homeless people, who are on the bottom rung of the social ladder. In Spain, according to the 2015-2020 National Comprehensive Strategy for Homeless People<sup>17</sup>, there were approximately 33,275 homeless people in 2015. The analysis in this strategy suggested an increase in the total number of homeless people and those who were spending the night in public places.

**Roma population.** The data make it possible to reject the idea that the Roma population lives in slums and segregated areas because, according to information provided by the Study-Map of Housing and the Roma population, in 2015, less than 3% of the Roma population lived in segregated settlements, a noticeable drop from the 4.6% found in 2007<sup>18</sup>. It should be

<sup>17</sup> 2015-2020 National Comprehensive Strategy for Homeless People, p. 12.

<sup>18</sup> Ministry of Health, Social Services and Equality, 2018. Study-Map of Housing and the Roma Population, 2015.

noted that, compared to other areas, almost 3,000 households were living in neighbourhoods in areas with fewer advantages in terms of facilities, funding, public services and also location, and therefore, were facing greater inequality and risk of exclusion than the rest of the population. Although this situation affected only a minority of the Roma population, it is important to note that it was in these segregated environments that most households were found that did not meet the minimum conditions for habitability, such as substandard housing (8.6% of the 9,045 households analysed were classed as substandard). In addition, overcrowding or over-occupation were found in 9% of the cases, with an average of 4.74 individuals per household, a much higher percentage than the median for Spain of 5.4% in 2016 and only slightly below the median for Spain of households at risk of poverty, 12.7% [Eurostat, 2018]

In regard to type of tenure, 49.7% homes were rented, 44.2% owner-occupied and only 4.3% rent-free. These percentages contrast with those for the population overall, where 80% of homes were owner-occupied (fully paid up or with payments pending), as seen above. It has already been noted above that the whole of the Spanish population and young people in particular experience great difficulty not only in gaining access to a house, whether to own or rent, but also in maintaining it in a decent condition, and that this situation worsened during the crisis. For the Roma population, the difficulty is even greater and has been exacerbated by stricter purchasing and rental conditions, an increase in the demand from other population groups for social housing, a loss of income due to unemployment and the discrimination suffered by the Roma population, especially in access to free market rental properties, and other factors. In fact, the manner in which the Spanish Roma population gains access to a house differs greatly from that most often used by the general population: 54% are in protected housing (an increase from 2007); 36% are in free-market housing (a fall from 2007); and 9.54% have adopted other methods, such as illegal occupation, self-building, slums and mobile homes, etc. (also up from 2007).

#### 2.5.4. Healthcare, dependency and disability

Overall, the poorer the socio-economic circumstances of an individual, the more probable it is that he or she will have poor health. There is therefore a social gradient in health that runs from the top to the bottom of the socio-economic spectrum and can be found in all countries of the world. In Spain, the National Health Survey shows that lower down the income distribution, self-assessment of health state becomes less positive (chart 46). This

phenomenon is also accompanied by a constant gender gap that grows wider as the income level falls. There is therefore a gradient on other factors relating to healthy lifestyles, such as leading a sedentary life or using tobacco<sup>19</sup>.

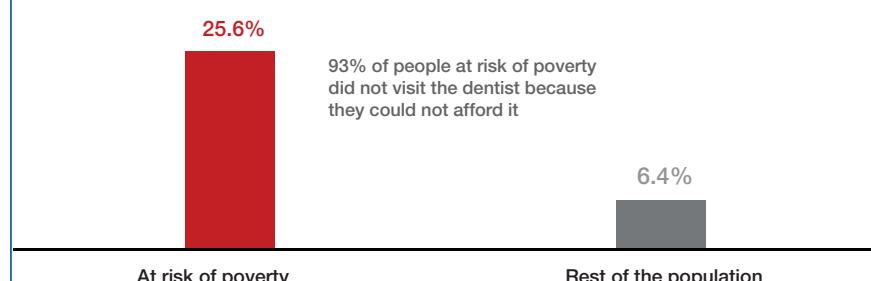
**Chart 46. Percentage of adults in Spain who view their state of health as good or very good (2017), by sex and monthly income group**



Source: Spanish National Health Survey (INE, 2017).

Just as child poverty is associated with higher obesity rates, less physical activity and a poorer diet, something very similar occurs in the adult population. Adults also receive worse care, especially preventive care, or, in some cases of financial necessity, consider that it is not a priority or is too expensive, e.g., dental health. As chart 47 shows, 25.6% of adults at risk of poverty have not visited the dentist in the past 12 months, and 93% of them reported that they had not done so because they could not afford it.

**Chart 47. Percentage of adults that needed to visit a dentist in the past 12 months but did not do so. Spain (2017), by risk of poverty**



Source: Survey of Income and Living Conditions (INE, 2017).

<sup>19</sup> Source: MSSSI (2012) National Health Survey, 2012.

In addition, situations such as disability, dependency, addiction to certain substances, etc. mean that some people start off on an unequal footing and require more healthcare, to which they cannot always gain access.

In rural areas, there is also a significant lack of public healthcare services, which has an effect both on hospital care and on the treatment and monitoring of illnesses and diseases.

In regard to dependency, according to the 2017 LCS, 16.4% of households had members who needed home care because they were elderly or had a chronic condition. On 31 December 2017, there were 954,831 people receiving benefits under the Long-Term Care System<sup>20</sup> as compared to 2008 when there were 228,613 beneficiaries. 72.23% were over 65 years of age. 17.66% of these were aged between 65 and 79, while 54.57% were over the age of 80. The number of beneficiaries of Services and Economic Benefits for Care in the Family House was 1,178,011. Out of this number, 792,535 or 67.28% of the total were receiving services, when on 31 December 2011; the figure had been 54.60%, i.e., there had been an increase of 12.68 percentage points. Also, 385,475 people, or 32.72%, were receiving Economic Benefits for Care in the Family House.

In the National Health Survey, 11.5% of men and 16% of women over the age of 65 said that they had serious limitations in daily activities, rising to 22.5% and 30.7%, respectively, among those over 85 years of age. In addition to the gender difference, there was an obvious social gradient in the prevalence of dependency among this population, with a progressive increase in the percentage of dependent people over the age of 65 further down the socio-economic scale, ranging from 32.45% in the most affluent social class (class I) to 56.3% in the most disadvantaged (class VI)<sup>21</sup>.

According to the latest preview of the assessment of the system for personal autonomy and care of dependent adults<sup>22</sup>, in 2015 out of the total number of people receiving a benefit, 14.4% had care givers while 85.6% were cared for by the family. Of those who had paid caregivers, 79% had to pay for this care. Meeting these needs therefore has a significant gender effect as it is women who take on the role of carer of the elderly, which in many cases leads to overwork and can affect their participation in the labour market. Although it is mainly women who have the role of carer of the elderly, since 2007 the number of women who remained inactive due to family responsibilities fell by almost half.

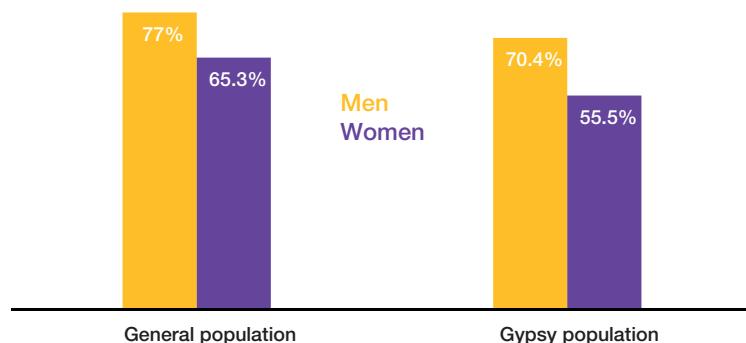
<sup>20</sup> Source: IMSERSO (2017). Overview of the evolution of the management of SAAD (System for Personal Autonomy and Care of Dependent Adults).

<sup>21</sup> Source: MSSSI (2012). 2012 National Health Survey.

<sup>22</sup> Source: IMSERSO (2016). Preview of the 2015 assessment of the personal autonomy and long-term care system

**Roma population.** The health of the Roma population in Spain is generally worse than that of the general population, until it is compared with groups in a worse socio-economic situation. The Second National Health Survey of the Roma population in 2014 confirmed the persistence of social inequalities in terms of health. The Roma population not only had a poorer perception of its state of health but also displayed a greater range of health problems<sup>23</sup>.

**Chart 48. Percentage of the Roma population and general population who view their state of health as good or very good**



Source: Second National Health Survey of the Roma Population Roma population (2014).

The survey also provided evidence of how lifestyle factors were affecting the Roma population unequally. Emphasizing the higher occurrence of accidents, both among the adult and child population, a higher percentage of smokers who smoke 20 cigarettes or more a day, and a lower daily consumption of fresh fruit, vegetables and milk products, with a greater prevalence of being overweight.

The analysis of the survey confirmed that universal health care services had made the patterns of access by the Roma population to general medicine, hospitalisation, emergency rooms and medications equal to those for the rest of the population. The poorer state of health of gypsies has led, in most cases, to a greater use of the services as compared to the general population. However, the results of the survey also showed that there was an insufficient level of access to services not covered by the National Health System or preventive services, such as dental services, preventive gynaecological practices, access to hearing aids and vision correction aids. Even after tackling intercultural relations, it will be impossible to make healthcare less unequal without tackling the factors relating to social inequality, and vice

<sup>23</sup> Source: MSSSI (2016) National Health Survey of the Roma Population, 2014.

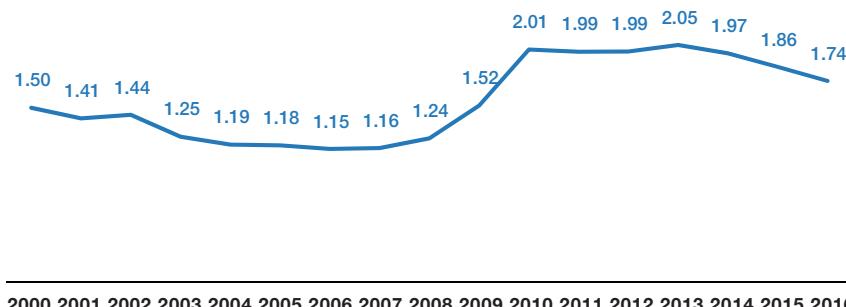
versa. The intercultural factor basically involves the encounter of two different ways of understanding health and illness: one that is prevalent in the gypsy community and the other held by the so-called biomedical culture.

## 2.6. Analysis of transfer policies and programmes

In response to the situations of poverty and social exclusion, from the area of protection in Spain, an income guarantee system has been developed: consisting of a group of non-contributory benefits and assistance<sup>24</sup> that tries to ensure a basic level of economic sufficiency and is the responsibility of both the state and the autonomous communities. The system is therefore the joint responsibility of the various public administrations.

Owing to the economic recession, there was a considerable rise in the number of benefits, to around 6 million recipients in 2016, from some 4 million eight years prior.

**Chart 49. Evolution of spending in Spain on benefits (% of GDP) (2000-2016)**



Source: Compiled by the authors from the Spanish National Accounts and the records of the Ministry of Labour, Migration and Social Security and the Ministry of Health, Consumer Affairs and Social Welfare.

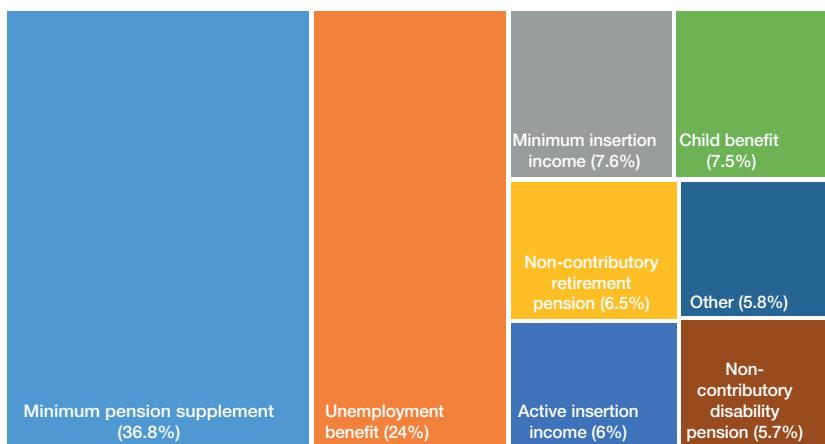
Out of the total spending, slightly more than one third went to paying supplements for pensions below the legal minimum. Followed by unemploy-

<sup>24</sup> The following are the benefits that make up the system: allowances and programmes for the temporarily unemployed managed by the National Public Employment Service (Spanish acronym, SEPE). Benefits designed to protect people who are unable to work, and supplementary benefits, such as the child benefit in addition to minimum supplements for contributory pensions, which are designed to expand the financial protection offered by the previously managed aid by the National Institute of Social Security and the Institute of Social Services and the Elderly, as well as the Minimum Insertion Income, paid by the Autonomous Communities and cities.

ment benefits, with one-fourth of the total. None of the remaining benefits accounted for 10% of the expenditure.

In regard to the autonomous communities' minimum incomes, despite them accounting for only a small part of the system, 7.64% of total spending in 2016, they have great importance as they are an instrument for general protection against the risk of poverty and are by nature completely decentralised. One permanent feature of their evolution has been that their development, both in regard to the design of the benefits and their financing, has been the exclusive responsibility of the regional governments that have these powers, but with differences in the nature of the benefits, the amounts and the coverage.

**Chart 50. Spending on benefits from the income guarantee system, percentage distribution Year 2016**



Source: compiled by the authors from the records of the Ministry of Labour, Migration and Social Security and the Ministry of Health, Consumer Affairs and Social Welfare.

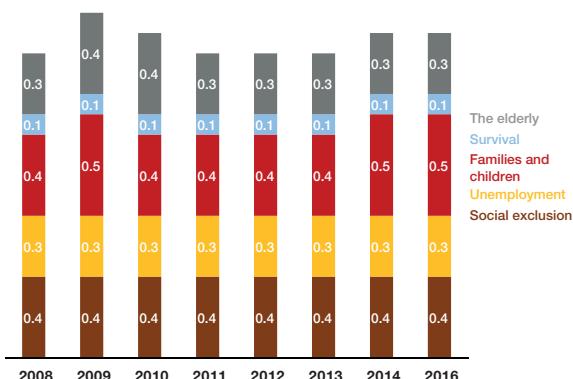
Monetary transfers are an essential component of combating poverty and social exclusion. In Spain, contributory benefits have been relatively effective in alleviating the effects of the crisis and, in the case of the elderly; the public pension system is generous in its coverage and the amount of the benefits. Public pensions, which provide the elderly with a steady income, have meant that the at risk of poverty and social exclusion rates for this age group have fallen in recent years. As indicated in the corresponding section, the poverty rate among women over the age of 64 is higher than for men, a result of the gender gap in the amounts received as retirement or widow's pensions. As many women have contributed less than men, the amounts that they are entitled to receive are less, remaining the case that many of them receive minimum non-contributory benefits.

However, non-contributory transfers lack the generosity and effectiveness needed to make a significant impact on reducing the risk of poverty. When, for example, the contributory benefit of someone who is unemployed runs out, he or she depends on allowances from the various administrations, down to the Autonomous Community and local, guaranteed income level. The requirements for these allowances vary by region and they are not always applied for or received even if the person is entitled to them, due to administrative barriers, a phenomenon known as ‘non-take up’.

An analysis of the spending on these type of non-contributory benefits (using % of GDP for the spending on monetary transfers that are *means-tested*, in Eurostat terminology) produces unequal results. The following charts demonstrate the evolution of spending on this type of transfer, both total spending and broken down by scope of intervention, i.e., combating social exclusion, unemployment, families and children, survival (widows and orphans) and the elderly. While total spending remained relatively stable throughout the EU, in Spain it rose above the median during the crisis years, especially in 2011 for unemployment. Three years after the start of the crisis, the long-term unemployed ran out of contributory benefits and began to receive the non-contributory allowances included in this category. Spain was systematically spending more on this expense than the median for its EU partners because of the high unemployment rate.

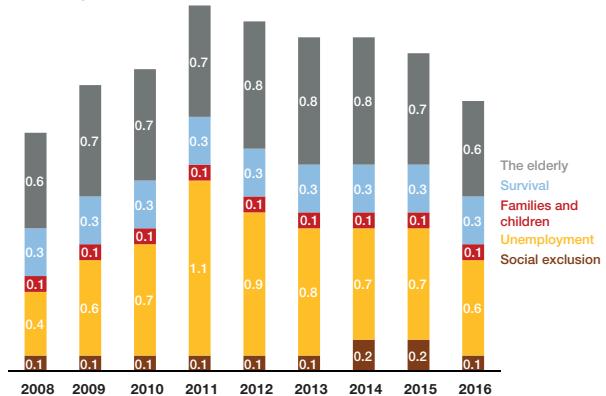
However, spending on families and children and combating social exclusion was especially low. The EU average for these two categories was 0.5% and 0.4% of GDP, respectively. In contrast, in Spain, together they only accounted for 0.1% of GDP, i.e., one-fifth and one-quarter of the EU average.

**Chart 51. Average spending (% GDP) in the EU on means-tested monetary transfers (2008-2016), by expenditure category**



Source: Eurostat (there are no data for 2015).

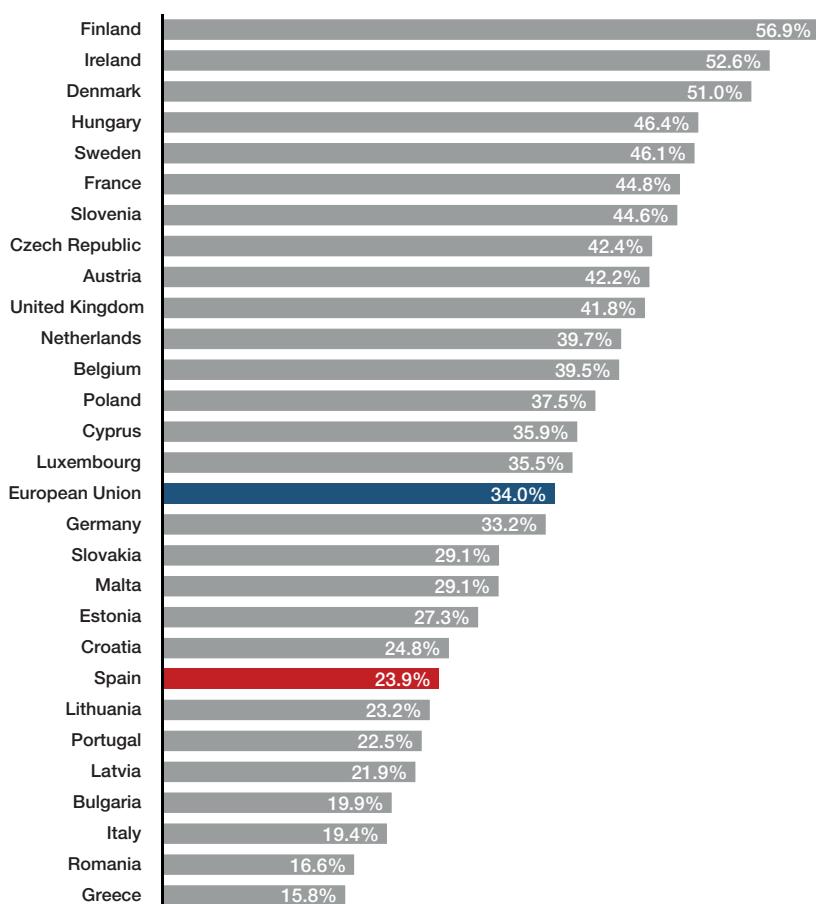
**Chart 52. Spending (% GDP) in Spain on means-tested monetary transfers (2008-2016), by expenditure category**



Source: Eurostat.

Non-contributory monetary transfers are very important for combating low income situations. The following chart measures the impact of social benefits (excluding pensions) on the at risk of poverty rate in different European countries. Spain ranks far below the leading EU countries and the average for the EU-28, having reduced general poverty by 24% through this type of transfer.

**Chart 53. Impact of social benefits (% excluding pensions) on the at risk of poverty rate in Spain and the EU (2017)**



Source: Eurostat.

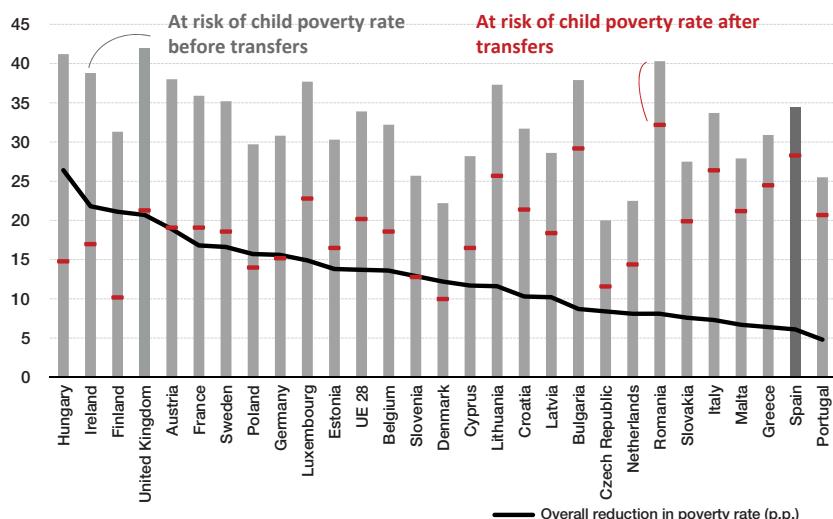
Most of the transfers that take the form of non-contributory allowances are too low. They are linked to the Public Multiple-Effect Income Index (Spanish initials, IPREM), generally 80% of this indicator (€430.27 a month in 2019, remaining frozen since 2017, when there was a rise of €5 a month in the indicator for the first time since 2010) and additional conditions are demanded, such as having no income from other sources or having family responsibilities. These restrictive access conditions shut out people who are at risk of poverty and exclusion but do not meet the conditions in the regulations.

One specific example is the unemployment benefit. In 2018, according to data from SEPE, 34% of the unemployed had a non-contributory unemployment benefit as opposed to the 24.2% who were receiving the more generous contributory benefit. At the start of the crisis, the situation was the reverse: in 2008 44.6% of the unemployed were receiving a contributory benefit, as compared to the 28.9% receiving non-contributory benefits. The overall result has been that the total coverage of the system at the start of the crisis was 73.6% of the unemployed and, 10 years later, the Social Security system only covers 58.2% of those. As a result, more than four out of every ten unemployed people are not currently protected by the state unemployment benefit system, which undoubtedly has an impact on the risk of poverty for this group.

### 2.6.1. Transfers for children

A look at child poverty shows that here the situation is even worse. In Spain, all public monetary transfers (excluding pensions) in 2017 (the last year with complete data for the entire EU) led to a reduction in the poverty rate for the child population by 6.1 points. At the other extreme, Austria, with a child poverty rate before transfers of around 40%, succeeded in reducing poverty significantly through transfers, by 19 points, a feat repeated by other countries, such as the United Kingdom and Finland, with 21 points.

**Chart 54. At risk of child poverty rate and reduction of poverty through transfers (excluding pensions) in the EU (2017)**



Source: Eurostat (2017).

The lack of support for families with children was noted by the European Union in its European Semester Timeline-Country Specific Recommendations for 2018, saying that “The impact of social transfers other than pensions on reducing poverty is below the Union average and decreasing.” It also urged Spain to take steps to correct a situation in which “the effectiveness of family benefits is also low and coverage is uneven” (Council of the European Union, 2018:12).

As can be seen in the previous chart, Spain is the country in which the child poverty rate has fallen least through transfers. Other surrounding countries are considerably more effective at this task, since they have succeeded in achieving higher post-transfer reductions of up to 50%, despite also having high child poverty rates. This is the case of countries such as Austria, the United Kingdom, Germany and France. The analysis leaves no room for doubt: to combat child poverty direct transfers are essential, given their ability to reduce market inequalities.

Non-contributory Social Security benefits for families are of three types: benefits for a dependent child or foster child; a single payment on the birth or adoption of a child by a large family, single parent family or a mother with disabilities; and a single payment for a multiple childbirth or adoption.

The child benefit is a non-contributory Social Security transfer policy for vulnerable families with children. It was established as a non-contributory Social Security benefit in Law 26/1990 of 20 December. In 2018, the amount for this benefit was €291 per annum if the child was not disabled and the family could prove a gross annual income under €11,954 for the first child (an income limit that rose by 15% for each additional child). In addition, for large families, the income limit was higher, €17,911 per annum (rising by €2,914 for each additional child).

The amount described above (€291) rose to €1,000 if the child had a disability equal to or greater than 33%. When the child reached the age of 18, if the disability was severe or equal to 65%, the amount rose to €4,561 per annum, and €6,842 per annum if the disability was equal to or greater than 75%. In addition, there were no income limits for receiving these benefits.

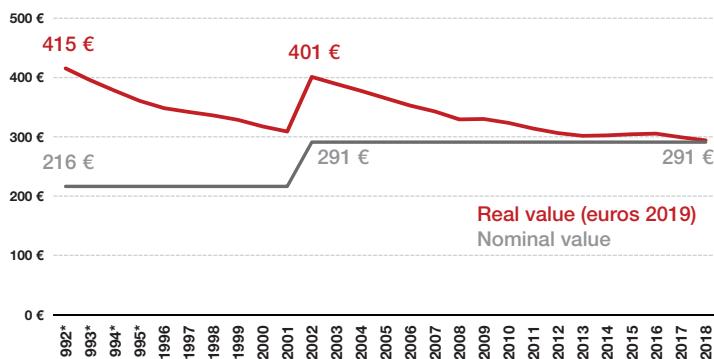
Altogether, expenditure for the child benefit (with or without a disability) amounted to 1,498 million euros in 2018. The bulk of the aid went to families with disabled children, not to families with dependent children who were eligible due to their low income. The number of recipients with a disability in December 2018 was 1,262,952 children, and the benefits that they received accounted for €346 million out of the total of almost €1.5 million mentioned above. Therefore, the benefit only covered 15% of the children living in Spain in 2018, a figure that is far from reaching all children at risk of poverty (28%).

**Table 6. Spending on child benefits in Spain (2016-2018)**

Year	Spending on child benefits (total)	Spending on children under 18 with no disabilities
2016	1,444	359.2
2017	1,477	358.2
2018	1,498	346

Source: Social Security System Accounts and Balance Sheet. In millions of euros.

In addition, the nominal value of these benefits was only updated in 2002 (when the amount rose from €216 to €291). The following chart shows, apart from the nominal evolution of these benefits, the evolution of the actual amount after taking inflation into consideration, in constant euros for 2019. As can be seen, the child benefit has been losing purchasing power over the last 17 years (more than 26% since 2002).

**Chart 55. Evolution of the amount of child benefits (no disabilities) in Spain (1992-2018)**

Note: 2019 CPI according to the forecast from FUNCAS (Savings Bank Foundation); to calculate the real value of the CPI for 1992 to 1995, the change due to the modification of INE's methodology has been included.  
Source: Compiled by the High Commissioner against child poverty using Social Security data, Eurostat.

Another way of helping children and adolescents in Spain is through fiscal spending, specifically through personal income tax. There are two ways in which the final amount of the income tax that must be paid by people with dependent descendants is reduced:

1. The first is the minimum family exemption for descendants. This allowance means an increase in the amount of money that is considered necessary to cover basic needs and is therefore exempt from taxation. It applies to those who meet the following conditions: the

descendant is under the age of 25 on the tax accrual date (this age requirement is not applied in the event of a disability equal to or greater than 33%); the descendant lives with the taxpayer; the descendant did not have an annual income of over €8,000; and no tax declaration for an income over €1,800 is being submitted. The increase in the minimum exemptions is €2,400 annually for the first child, €2,700 for the second child, €4,000 for the third child and €4,500 for the fourth and following children. Also, if the descendant is under the age of three, an increase of €2,800 is added. For practical purposes, the exemption operates like a deduction.

2. The second way offers a wide variety of deductions in the autonomous communities, ranging from aid for school supplies (in many cases it does not apply if a scholarship is already being received), nursery school costs and others that are specifically for single-parent families.
3. Nationwide, there is a deduction for large families, single-parent families with two children and for a descendant or ascendant with disabilities. The maximum amount is the taxpayer's Social Security contribution. Each child under the age of three brings a deduction of an additional €1,200 for working mothers. The problem is that those who do not pay contributions have a difficult time benefiting from this deduction.

These tax breaks do not have the desired progressiveness. Since there is no possibility of families benefiting from these deductions if the result of a declaration is negative, the most vulnerable families, which pay very little or, in many cases, no income tax (because of their low incomes), are excluded from these tax incentives, of which they are often unaware. In other words, this aid does not benefit the lowest income groups and does not contribute to combating child poverty.

## 2.6.2. The Public Social Services System

The Public Social Services System has been part of Spain's social protection system since the 1978 Constitution defined the social needs of its citizens. It also forms part of the powers of the Autonomous Communities to adopt their own laws –and the Cities of Ceuta and Melilla their own regulations– for social services that define their underlying principles, benefits and services.

Law 7/85, of 2 April, regulating the Bases for Local Government, stated that the municipalities should exercise the powers to provide social services and social advancement and reintegration.

The financial agreement between the three levels of the Administration to implement basic benefits (Joint Plan for the Basic Provision of Social Services, which excludes the Basque Country and Navarre) was a key factor in consolidating a Public Social Services System, even though the care services and basic benefits managed at the municipal level grew unevenly around the country.

The Public Social Services System, which includes benefits and care for the dependent, is designed to cover the social needs of the population. During the economic crisis, there were severe cutbacks, especially by the General State Administration. In spite of this situation, the System has played a crucial role in confronting the increase in inequality and poverty produced by the crisis, which particularly affected the most vulnerable parts of the population. In fact, the intervention of professionals from the System was often the only support for these groups. According to data in the Memorandum on the Joint Plan for the Basic Provision of Social Services, spending on these benefits rose by 35% between 2008 and 2015, to more than €1.5 million in 2015, while the number of users of special prevention and social insertion actions rose by 9.1%, or 128,051 people, between 2008 and 2015.

Making the benefits and services offered by the Public Social Services System fit the new needs of the population is a challenge for the coming years. Another unavoidable challenge is modernising the information systems currently in use by the system and creating a National Information System for the Public Social Services System that will tie together those that already exist and ensure their interoperability with the Healthcare and Employment information systems.

With the partial information available at the national level on the current Social Services User Information System, it is known that social interventions took place with more than 3 million people, while the number of people assisted by the Plan was around 5.5 million.

In this context, the need to coordinate and integrate the benefits, services and resources of the Social Services and Employment systems, which is one of the priorities for guaranteeing the efficiency of both systems, means that advances and innovations must be introduced to make the information systems interoperable. Experiments in the use of a single point of contact or other equally innovative formulas will also make it easier to have just one way to access the social assistance systems.

# 3. National strategy for preventing and combating poverty and social exclusion 2019-2023

This government strategy was designed from an overarching, multi-dimensional viewpoint, which is how key policies for reducing poverty and inequality and promoting social inclusion operate. Another of its essential features is that it brings together remediation, which responds to situations of poverty by offering solutions that will rescue people from these circumstances, and prevention, which requires policies that improve the opportunities for people and families to sustainably reduce the risks of falling into poverty and prevent its transmission. The Strategy is contained in the 2018 National Reform Programme submitted to the European Commission in April.

The Strategy has **four strategic goals, 13 objectives and 85 action lines**, which have been defined using the results of the analysis of the needs and challenges identified.

- **STRATEGIC GOAL 1, Combat poverty**, proposes the development of policies to prevent and protect the most vulnerable people from poverty: children and adolescents who are at risk of exclusion or are already excluded and live in poverty-stricken families, by preventing the intergenerational transmission of poverty, and people who are in a situation where the severity of their poverty has become obvious.
- **STRATEGIC GOAL 2, Social investment in people**, centres around education, training and employment policies, with a focus on active inclusion. In other words, education is essential for guaranteeing the full development of people's potential and their social insertion, and employment constitutes one of the key factors in the process of becoming included in society. These policies are viewed in two ways: from the viewpoint of prevention, i.e., understanding that education is a determining factor in employability and therefore in the risk of remaining or falling into poverty and social exclusion, and from the viewpoint of remediation, of building inclusive job markets and supporting people who have greater difficulty in entering the labour market.

- **STRATEGIC GOAL 3, Social protection against life-cycle risks,** looks at healthcare policies and services, support for children and families, the social and long-term care services, just as housing and urban planning. From the standpoint of guaranteeing social rights, it is a question of protecting individuals and families and giving them support during the process of social inclusion, while bearing in mind that social exclusion is a multi-dimensional phenomenon involving different circumstances and factors leading to the at risk situation. This goal not only includes access to certain high quality public services for the profiles characterised by greater vulnerability but also includes benefits that prevent situations of need.
- **STRATEGIC GOAL 4, Effective and efficient policies**, focus on implementing improvements in the design and planning, implementation, governance, creation and management of knowledge and the monitoring and evaluation of social inclusion policies. It affects the entire system of policies to prevent and combat poverty and social exclusion, which is why it is cross-sectional. The areas for progress are defined as being the organisation of the system, which will lead to greater rationalisation, coherence and coverage; regional cooperation; cooperation and coordination with all the public and private stakeholders so as to work together toward one common goal and take advantage of the synergies; information and knowledge management as basic mechanisms for allocating resources more appropriately, based on the evidence, and providing higher quality services; social innovation, to be understood as the search for new solutions as well as transparency, to bring continuing improvement and accountability.

### 3.1. Strategic goal 1. Combat poverty

Prevent and reduce poverty, by highlighting child poverty, and focus the efforts on the most vulnerable and those who are experiencing the worst poverty.

Our welfare system has shown itself to be capable of responding to the needs of many vulnerable groups, offering them protection where there was none, or where it was insufficient. This has happened for example with the older age groups, who in the past experienced high levels of poverty after leaving the job market. Combating poverty means focusing attention on the gaps in the protection system, increasing the coverage and intensity of protective policies that do not achieve the aims proposed.

In this sense, one of the first challenges is solidarity for younger people, especially children, who have never received the attention required. As a result, the risk of poverty for children today is twice that for people over the age of 65. Similarly, the households most affected by severe material deprivation are those with children, since they are affected by this problem more than any other age group. As a number of international organisations have repeatedly stated, the Spanish Welfare State has a limited ability to reduce poverty as compared with most of the countries in the European Union. Establishing measures to protect against child poverty has been a priority objective of the Government since 2018. One of the most important steps in this direction has been the creation of a High Commissioner against child poverty, to coordinate the actions and policies that will combat this scourge.

### 3.1.1. Challenges

#### **Challenges**

- Preventing and reducing poverty, especially severe poverty, by ensuring a minimum income.
- Reducing income inequality, by focusing the efforts on the most vulnerable, which are the most affected.
- Reducing child poverty and especially severe child poverty.
- Improving social assistance to protect children and families, by increasing the effectiveness of the policies to reduce child poverty.
- Developing an economic policy that will contribute to reducing poverty and inequality.

### 3.1.2. Objectives and action lines

#### **1.1. Guaranteed income**

#### **1.2. Economic policy**

##### **Objective 1.1. Guaranteed income**

*Establish a minimum income scheme with sufficient coverage to allow people to live decently and promote an increase in net disposable household income, especially for households with dependent children or adolescents, since the highest levels of vulnerability are found in households with children.*

### Action lines

- ▶ Progress towards developing a Minimal Living Income, starting by rolling out a programme of child benefits that offers greater coverage and greater protection against vulnerability.
- ▶ Update the Public Multiple-Effect Income Index (IPREM), to provide greater protection with the allowances and benefits that use it as a reference.
- ▶ Guarantee, simplify and organise state-run benefits and allowances, by improving coordination with those that are overseen by the regions.
- ▶ Ensure the sustainability of the pension system.
- ▶ Increase the Minimum Interprofessional Wage to ensure a sufficient income from paid employment.

As has been emphasised in many academic studies, by international bodies and recently by the 2019 European Semester Report on Spain, the ability of monetary transfers to reduce poverty in this country is among the lowest in the European Union. Social transfers have reduced the risk of poverty by 23.9%, 8.5 points below the EU median, and the risk of child poverty by just 17.7%, 20.4 points below the EU average. That their effect has been limited is partly a reflection of the low coverage and the inadequacy of the income guarantee systems and, in particular, family benefits. At the end of 2018, there were 593,000 households in Spain without a wage earner<sup>25</sup>. And there were children living in 138,000 of these households.

This Strategy is committed to implementing a nationwide Minimum Living Income that will ensure that people in need have a minimum income throughout their life-cycle in order to deal with possible contingencies. The implementation of this programme will take into account the conclusions of various studies of this policy, such as the Progress Project “*Review of minimum income schemes in Spain from the viewpoint of their effectiveness*”<sup>26</sup>, or the findings of the Independent Authority for Fiscal Responsibility (Spanish acronym, AIREF) for the *Popular Legislative Initiative to create minimum income support within the national Social Security system*<sup>27</sup>. It is intended to

<sup>25</sup> These were households in which none of the members reported that they had a job, received a retirement or other kind of pension, collected an unemployment allowance, or were registered or not as job seekers.

<sup>26</sup> The project is included in the EU Employment and Social Innovation Programme, which is designed to promote social innovation. Its roadmap has already been presented to the European Commission. It describes a number of measures based on the findings of the ongoing study, such as evaluating the existing information systems and those in the implementation stage (SISPE, SIUSS, Benefits Register, and Universal Social Card), reorganising state unemployment allowances and other initiatives, all of which focus on improving the minimum income scheme.

<sup>27</sup> Initiative presented to the Congress of Deputies by the Unión General de Trabajadores y Comisiones Obreras (General Union of Workers and Worker's Commissions). Through the

make decisive progress on organising and rationalising income guarantee programmes for people with no earned income who do not receive contributory unemployment benefits.

The aim of the Minimum Living Income is to provide a minimum income level throughout the country that will prevent situations in which a lack of income, or an inadequate income, causes irreversible costs to the family and society (non-payment, privation, etc.), while still making it possible for this income to be supplemented by other income guarantee programmes established by the Autonomous Communities as part of their powers. It forms part of the State's obligation to organise an income guarantee policy for cases of hardship, as recognised in article 41 of the Spanish Constitution. This system must be flexible enough to reach everyone who truly needs it and prevent the appearance of situations of dependency that can lead to poverty traps. It must therefore be linked with the public policies that are intended to bring about social integration and form part of a broader and better co-ordinated range of measures to prevent and combat poverty. Employment activation policies must play a determining role in bringing people back into the labour market and reducing unemployment, which suggests that they should continue to be linked to the administration of economic benefits.

The Minimum Living Income will be rolled out in stages, starting with increasing the child benefit for vulnerable families and then introducing a general guaranteed income mechanism for families with no income or a very low income. Spain has a very rudimentary child benefit system for economically vulnerable families, but its ability to reduce the risk of poverty is insignificant. Since 2002, the real value of benefits for dependent children without disabilities has fallen by 30%. For this reason, given the high rate of child poverty, as part of rolling out the Minimum Living Income, priority will be given to the financial protection of households with children, in order to eradicate severe poverty among them<sup>28</sup>. Focusing on these extreme forms of poverty will contribute to closing the gender gaps in economic exclusion

Ministries of Labour, Migrations and Social Security in addition to the Ministry of Health, Consumer Affairs and Social Welfare, the government, by resolution of the May 2nd of 2018 agreement, has mandated the AIREF to draw up this Report.

<sup>28</sup> Combating child poverty and promoting child welfare by avoiding the intergenerational transmission of poverty are among the priorities of the Spanish Government and are included in the social dimension of the 2020 Europe Strategy just as in Goal 1 of the 2030 Agenda for Sustainable Development Goals. To reflect the government's commitment to combating child poverty, in June 2018, a High Commissioner against child poverty was created, which reports directly to the Prime Minister's office. Its main aim is to mobilize all the necessary resources in the public and private spheres to improve the situation of families with dependent children and adolescents that have insufficient financial resources, by coordinating actions among the ministries.

by concentrating the benefits in a population group in which single-parent households with a woman as the head are clearly overrepresented.

During the process of gradually organising and rationalising the income guarantee system, the most immediate needs must not be forgotten, such as, for example, the high risk of unemployment experienced by some groups. It was for this reason that the Extraordinary Unemployment Allowance was established. It will be granted for six months to the groups with a greater need as well as those with family responsibilities that were already benefitting from prior social assistance addressing unemployment, at the time that the General State Budget Act came into force; therefore it has identical requirements to those enforced previously. The government will also set up special economic protection mechanisms for groups at a high risk of economic exclusion due to their vulnerable position in the labour market. These groups include unemployed people over the age of 52 who are not entitled to the permanent allowance given to people over the age of 55 and other unemployed groups that have particular difficulty re-entering the labour market for various reasons.

It is also essential to keep updating the Public Multiple-Effect Income Index (Spanish initials, IPREM) so as to ensure the level of protection of the allowances and benefits that use it as their reference. Freezing the IPREM in recent years has left a growing proportion of the population with no access to assistance and cast doubt on whether there is adequate assistance for the disadvantaged population, such as the Minimum Insertion Income of many Autonomous Communities, as purchasing power of particularly vulnerable groups has been eroded.

It is essential to guarantee the sustainability of the pension system for it to protect against poverty and exclusion of those who have lost the ability to earn an income, on account of retirement or survival: to assure that the system secures their ability to live in a dignified manner. Traditionally, the elderly were exposed to higher at risk of poverty rates in Spain than the general population. The pension system has succeeded in significantly reducing the impact of losing the ability to earn an income on behalf of those who receive pensions, whether for retirement, survival or disability.

Setting minimum pensions and having a minimum pension supplement are measures with a high level of protection. They also have a considerable impact from the viewpoint of gender as it is women who receive the highest percentage of minimum pensions. Therefore, part of the commitment is to gradually reformulate benefits so as to eliminate the existing gender gap.

The pension system is also facing the challenge of keeping-pace with the ageing population and increase in life expectancy. This phenomenon will exert greater pressure on the adequacy and sustainability of the system. In

the long term, the risk of poverty among the elderly will also increase if careers become more fragmented. It is necessary to find new formulas to safeguard protection for pensioners whose careers are short and intermittent. One factor that requires particular vigilance is the feminisation of poverty among the elderly.

However, in addition to protecting people and families with no earned income and very weak links to the labour market, this Strategy is committed to guaranteeing a sufficiently earned income, to serve as an antidote in regard to the dynamics of working poverty. The Strategy is therefore committed to increasing the Minimum Interprofessional Wage (Spanish initials, SMI) as the main instrument for raising the income of the lower earned income groups, thereby improving their quality of life. The increase in the minimum wage adopted in 2019 was the highest in history, 22.3%.

It is necessary for all public actions that are carried out in this area to be properly evaluated. To do so, it is necessary to gradually improve the tools for gathering statistics on and tracking income guarantee policies, paying special attention to how the latter relate to other policies, especially employment policies.

#### **Objective 1.2. Economic policy**

*Develop economic policies that will lead to a fairer distribution of wealth*

To prevent and combat poverty and reduce inequality it is necessary to move toward economic policies that target inclusive growth, so that the economy serves the people and no one is left behind.

The priorities and measures that must be borne in mind to reach this objective are included in the Agenda for Change that was adopted on the 8th of February of 2019 and is aimed at distributing economic growth more fairly and equitably.

## 3.2. Strategic goal 2. Social investment in people

The aim is to help people to fully develop their potential, promote equal opportunities and, in this way, mobilise the human capital of society to bring about a more competitive economy.

By following a social investment model, it is intended to alter how the different stages of the education and training systems operate, so that they are geared to a life-long process of learning and updating knowledge, skills and competencies, through which everyone can maximise their opportunities for personal and professional development.

Fostering intervention programmes for early childhood (age 0-3) and combating academic failure and early drop-out, especially among children from more disadvantaged backgrounds, will make it possible to progress towards achieving a more cohesive, competitive society.

Expanding scholarship and grant programmes as well as developing the vocational training system (by promoting dual vocational training and certificates of professionalism) must contribute to improving the education level of young people and make it easier for them to enter a labour market that offers high quality job opportunities.

The improvement of retraining and continual education programmes must form part of an ambitious programme to combat the unemployment and precarious employment that particularly affects the most disadvantaged groups (youth, individuals aged out of foster care, women, the long-term unemployed, etc.) and increases the risk of poverty and social exclusion among these groups.

### 3.2.1. Challenges

#### **Challenges**

- Preventing poverty and social exclusion, especially among children and young individuals.
- Reducing academic failure and early drop-out.
- Improving the qualifications of the population, by prioritising younger people and making these qualifications fit the needs of the labour market.
- Improving the systems that provide information on access to employment and the range of training available.
- Promoting the creation of quality employment as a mechanism of social inclusion, by fostering sustainable, equitable growth.

### 3.2.2. Objectives and action lines

**2.1. Equitable, inclusive education  
(With a special emphasis on children and youth from a disadvantaged background)**

**2.2. Education, training and employment (with a special emphasis on vulnerable groups)**

#### **Objective 2.1. Equitable, inclusive education**

Promote inclusive education, especially among young people and adults with few qualifications, to reduce early school drop-out, improve qualification levels and provide people with the personal and professional skills and competences necessary to successfully enter the job market.

### Action lines

- ▶ Set up a revised legal framework that increases opportunities for education and training for all students, contributes to the improvement of educational results and meets the demand for an equitable, quality education.
- ▶ Expand and reform scholarship and grant programmes.
- ▶ Enhance early intervention and schooling (age 0-3), targeting, in particular, the most disadvantaged groups.
- ▶ Reduce grade retention rates through measures and programmes that strengthen the basic skills, with diagnostic assessments to devise a suitable advisory board.
- ▶ Develop programmes to compensate for the effects of unequal backgrounds (cultural, social, economic, etc.) in education and promote educational inclusion.
- ▶ Organise remedial education programmes in primary and secondary school to prevent academic failure and drop-out.
- ▶ Promote inclusive education for children and adolescents with special educational needs.
- ▶ Avoid discrimination in the classroom and promote peaceful coexistence.
- ▶ Foster paths to better skills that recognise formal and non-formal learning and allow re-entry to education and training so that people can improve their qualifications.
- ▶ Bolster the content of vocational training (dual vocational training and certificates of professionalism) by improving the coordination between the education system, the labour market and business.
- ▶ Set up initiatives and gateways to education and training that will encourage the groups with the greatest risk of dropping out to continue their studies.
- ▶ Review the mechanisms for updating the training courses offered to ensure a good match between the supply of and demand for skills.
- ▶ Intensify the role of the advisory services and structures in promoting lifelong education as a path to equal learning and employment opportunities.
- ▶ Bridge the digital divide by preparing people for the digital economy and the newly employment niches of added high-value.

Education has a high transformational capacity. It is the most powerful tool for improving people's lives and multiplying their opportunities. It is also the most important mechanism for preventing poverty and social exclusion as it determines future employability and helps to break the intergenerational cycle of poverty. The European Union calls for "increasing the capacity of education systems to break the cycle of disadvantage, ensuring that all children can benefit from inclusive, high-quality education that promotes their emotional, social, cognitive and physical development"<sup>29</sup>.

The social dimension of education must be tackled by implementing a scholarship and grant policy that guarantees that no students abandon their post-compulsory studies for financial reasons. This aid must cover the

<sup>29</sup> COMMISSION RECOMMENDATION of 20 February 2013. Investing in children: breaking the cycle of disadvantage (2013/112/EU).

entire education cycle, from pre-school to university, and meet the specific needs of each of these educational periods, always with the aim that children and young individuals from more disadvantaged backgrounds encounter no obstacles in their education that would prevent them from fully developing their potential. To further the process of reforming the scholarship and grant system, so that it improves social cohesion and equal opportunities, it is necessary to work in constant dialogue with the entire educational community. This process will be supported by the work of the Scholarship Observatory.

Early intervention and education between the ages of 0 and 3 must be bolstered, particularly for the most disadvantaged groups. The positive impact of this type of programme on balancing work and family life is to allow the household income to rise, something that is particularly important for vulnerable families. In addition, the available evidence shows the particularly positive effects of early intervention on children from disadvantaged backgrounds, as it increases sensory, cognitive and intellectual stimulation, boosts the children's abilities and contributes to improving their future academic results.

It is necessary for education to be of high quality and inclusive. It must not perpetuate existing inequalities but contribute to creating a more equitable and fair social model that guarantees equal opportunities. To do this, it is essential to develop programmes that compensate for the effects on education of background-related inequalities (cultural, social, economic, etc.) and promote the educational inclusion of children, especially those that are growing up in environments with adverse conditions.

This Strategy is committed decisively to education, with a special emphasis on children and adolescents from households in which optimum conditions for studying are not found, owing to socio-economic and cultural factors; they require support so that they can gain access to and remain in the education system to ensure a guarantee of equal opportunities. Organising remedial education programmes in primary and secondary schools is essential for preventing grade retention and academic failure, two problems that very seriously affect the Spanish education system. Because of this, it is essential to develop remedial education programmes that can help students who have difficulty learning, as in the case of the Orientation and Reinforcement Programme for the Advancement of and Support for Education and the Youth Institute's Network of Youth Information Services (in Spanish, Red DIJ-Injuve) for vulnerable youth. It is a question of placing emphasis on reducing the school drop-out rates, by not only advocating the obtainment of academic qualifications yet also prioritising the acquisition of personal, social and work-related skills that will be of use when pursuing

a professional career, guaranteeing the introduction of permanent learning habits and helping those who have dropped out of the education system, to reenter the training system. It's also advocated for this group to return to the classroom and a formal education, by implementing actions designed to offer more educational opportunities. An obvious need exists to improve the educational results of schools that have a high percentage of students who are socially and educationally disadvantaged and at risk of dropping out.

In order to ensure quality education for all and equal opportunities, it is necessary to promote measures that guarantee a uniform distribution of students with a special need for educational support and to ensure that students are not segregated for socio-economic reasons. In exercising their powers, the public administrations must establish measures to ensure that pre-registration and registration do not lead to there being high concentrations of students with these needs in particular schools, a fact that could jeopardise the ability of these schools to provide teaching activities on an equal footing.

Cooperation with the Third Sector of Social Action is essential for implementing actions designed to provide support for students with a special need for educational support and to compensate for the inequalities in education, so that the education system is truly inclusive for children and adolescents who have special educational needs owing to some kind of disability. To do all of the above, it is also indispensable to be able to count on the assistance of the families and to work with them when applying this kind of programme.

Avoiding discrimination in the classroom and preventing bullying are priority aspects of this Strategy. It is intended to develop cross-cutting programmes and activities on these topics for the primary, compulsory second and upper secondary curricula, in addition to learning projects for teachers to promote training in peaceful coexistence, emotional intelligence and combating cyber-bullying. The Strategy will promote the effective equality of men and women, the prevention of gender violence and violence against people with disabilities and the values inherent in the principle of equal treatment and non-discrimination regardless of personal or social status or circumstances. To prevent this kind of discrimination and, by extension, bring about through promoting equal education, the advisory teams, units and departments of the various education authorities play a vital role in improving the atmosphere in schools and achieving peaceful coexistence, as well as in mitigating the action of social, economic or cultural discrimination factors that act as obstacles to the students' enrolment, remaining in and progressing through the education system (with the resulting implications for their subsequent social mobility and entry into the labour market).

A priority aim of the education system is to train people in skills that will make access to employment and professional development easier, without overlooking personal development and social involvement. There is a commitment to education and training that will give people the professional qualifications they need to enter the labour market, and the skills needed for on-going, lifelong training. Spain has a serious shortage in the intermediate qualification level of professional skills, (technical profiles of the intermediate level) compared to its European partners. Developing vocational training (especially dual VT) and enhancing its value are key factors in responding to the social, economic and employment-related necessities of the Spanish population and putting young individuals in a better position to cope with the jobs of the future.

Another of the commitments of this Strategy to combat poverty is developing and implementing training contracts and apprenticeships that will help to upgrade the skills of young people. It is necessary, therefore, to work with the social interlocutors in order to alter the legislation and improve the regulation and implementation of these types of contracts.

People with few skills, or who need professional retraining in order to be able to enter the labour market, need alternatives that will allow them to gradually increase their skill level through lifelong learning actions and be able to provide proof of their prior professional experience. In addition to promoting vocational training for employment in order to improve professional competencies, the development and recognition of professional competencies acquired through work experience and non-formal methods will be reinforced by processes that make it possible to apply for the corresponding certificates of professionalism. Setting up initiatives and gateways to education and training that will encourage the groups with the greatest risk of dropping out to continue their studies will also be promoted, so that it will be possible to move between programmes and training courses and enter higher education from professional training.

Young individuals who have dropped out of school and are looking for their first job also lack the credentials and sufficient training to be able to enter a highly competitive, demanding and changing job market. In cases where there is a major training gap, in order to implement the principle of lifelong learning, it is desirable to design measures that offer second chances. The challenge is to help this youth to re-enter the education and training system by increasing the possibilities of capitalising on the training that they acquired in different ways or at different times.

To be able to respond to the needs of society and the productive sectors, it is absolutely necessary to improve the coordination between the education system, the labour market and business. It is indispensable to constantly

review the professional training diplomas and certificates of professionalism and keep the National Catalogue of Professional Qualifications up-to-date through regular reviews in order to ensure a good match between the supply of and the demand for skills.

To help people and train them in the skills demanded by the job market, it is necessary to develop instruments to plan for, identify the needs and anticipate the requirements of the job market and, as a result, make the training fit these requirements. The National Observatory of Public Service Employment Functions and the National Observatory Institute of Qualifications (Spanish acronym, INCUAL) along with other initiatives, contribute to this objective. It is also necessary to facilitate access to foreign language learning, especially English, for people who are vulnerable or at risk of exclusion.

It is necessary to intensify the role of the advisory services and structures in promoting equal learning and employment opportunities for youth, in an attempt to increase their employability and that of other groups that are vulnerable and/or at risk of social exclusion. Career advisers, together with school teachers, must be the main protagonists in implementing measures that will help children and young people to design their own individual learning paths, which will allow them to fully develop their potential and maximise their possibilities of eventually entering the labour market.

A central factor in any attempt to facilitate access to the job market, especially for the disadvantaged, is bridging the digital divide, so that workers are trained to join the digital economy and enter the new employment niches of added high-value. The automation and digitalisation of the economy, together with the new industrial revolution 4.0, are posing significant challenges for employment and society in general. Their effects will have a direct impact on the way that work is organised and will mean, among other things, changes in the occupations and skills demanded. All professional profiles, especially those with the least qualifications, need to adapt to this new environment. For this reason, this Strategy pays special attention to developing policies that will bridge the digital divide and contribute to preparing the population for this challenge. In both regulated vocational training and training for employment, learning the information technologies will acquire increasing importance. For this reason, the Strategy looks to initiatives and programmes that will promote the use of technology among the most vulnerable, such as providing ultra-fast broadband connections in rural areas in order to guarantee that the local inhabitants have access to the Internet. Digital skills that are transferable to employability will also be promoted in order to make the teacher training system fit the needs of the job. Digital teaching skills will be recognised as part

of lifelong learning; the digital skills of schools and students will be increased; these skills will be recognised with open digital credentials; and training paths recommended for continued learning will be offered, in order to advance towards digitally inclusive education.

Lastly, in order to have parity in the effective access of women to education, training and scientific research, it is essential to encourage young women to be interested in and to take science, technology, engineering and mathematics (STEM) courses at all levels of the education system, as these are the areas most in demand in the new economy and those that are linked most closely with stable, quality employment.

#### **Objective 2.2. Training and employment**

*Promote lifelong learning Succeed in providing vulnerable people, especially young people, with sustainable, quality employment that will allow them to join and become an active, stable part of the labour market.*

#### **Action lines**

- ▶ Promote active policies for the unemployed and those with a greater risk of exclusion from the labour market.
- ▶ Encourage the hiring of people who have greater difficulty finding employment (youth, women after child bearing and rearing, gypsy women, people with disabilities, socially excluded people, homeless people, female victims of gender violence, etc.) by improving their employability.
- ▶ Support the less qualified when transitioning between jobs.
- ▶ Support initiatives to promote entrepreneurship that will lead to quality employment.
- ▶ Foster the social economy and other forms of solidarity-based economy.
- ▶ Facilitate job mobility and functional mobility.
- ▶ Reduce the wage gap, especially between women and men.
- ▶ Improve the employment mediation mechanisms, individualised attention and the public-private partnership model, in addition to improving the public employment services.
- ▶ Promote the implementation of regulations to increase the training provided under training contracts and apprenticeships, to guarantee their quality and improve working conditions.
- ▶ Improve the control over training contracts and apprenticeships, paying special attention to training activities and work experience contracts.
- ▶ Set up measures to combat precarious employment and ‘false’ self-employment.
- ▶ Promote reserved market contracts for social initiative placement companies and special employment centres.
- ▶ Organise preventive measures against all types of discrimination in employment for reasons of age, sex, disability, gender identity and expression, sexual orientation, ethnic group or religion.

The economic growth of a country depends on leveraging its human capital. A society that does not invest in the education and training of its citizens throughout their lives does not promote innovation, does not foster the competitiveness of its economy and is incapable of creating stable, quality employment.

Since wages form the main source of financing for the vast majority of households, not having a job can lead to having an inadequate income, which prevents its members from purchasing the basic products and services needed to lead a decent life. The severity of the problem increases if it is remembered that not having an income has consequences for the other members of the family unit and ultimately affects the children and adolescents who live in that household. Employment is a deciding factor in the process of social inclusion. Having a job is not a sufficient condition for guaranteeing an absence of poverty and social exclusion, but in many cases being unemployed or working under precarious conditions ends up being the cause.

Being distanced from the job market leads to a progressive deterioration in employability owing to outdated skills, abilities and knowledge, which grows worse the longer the person is unemployed. The probability of getting out of this situation is in inverse proportion to the number of months spent unemployed. Often, unemployment leads to personal, health-related, family and social problems and conflicts in addition to disaffection and distrust of the public powers: undermining social cohesion.

Unemployment and the precarious nature of youth employment are two of the most important social and economic challenges faced by this country. Precariousness and duality characterise the employment opportunities for young people in Spain, threatening those least equipped, with social exclusion. Dropping out of school is also a severe threat to young individual's job opportunities, as these are strongly affected by their education level. At the same time, it is possible to see a serious problem of over-qualification. The combination of these two processes places youth as one of the groups at the greater risk of poverty and social exclusion in this country, owing to their difficulty in finding employment and the extremely precarious conditions of the jobs that are offered to them. Facing up to this complex combination of challenges would require promoting vocational training programmes as a way to allow young people affected by this dynamic to enter the labour market, and fostering lifelong education and training, by integrating the different training courses offered and pursuing the national recognition and accreditation of professional qualifications.

Recently, the term 'intergenerational justice' has been attracting more attention in public policy. It refers to the distribution among the generations of both job opportunities and their consequences in terms of income and

wealth as well as the way that social benefits are organised by age group. In the last decade, the relative risk of poverty has fallen substantially for older people, while it has increased for young people. This fact shows that because of its public services and pension scheme, the welfare state has been able to protect certain groups in the Spanish population against poverty. However, it must also look after other groups that are at risk: children, adolescents, youth and families. To do this, it will be necessary to coordinate policies that offer access to training, employment, housing and public services.

The major state programme for the training and employability of young people is the Youth Guarantee, introduced by the European Union in 2013. This programme is intended to guarantee employment for young people, or their involvement in education or training, within four months. After several years of this programme, the youth unemployment rates in this country continue to be very high and it is necessary also to stimulate employment for the beneficiaries of insertion programmes. To improve the management of the Youth Guarantee programme by including recommendations and good European practices from the third sector just as to confront the challenges that have been exposed in regard to youth employment, the government, through the National Public Employment Service, has implemented the 2019-2021 Crash Programme for Youth Employment.

The economic downturn and the lack of jobs caused by the crisis particularly affected people with no work experience, those with low skills or without the personal and professional skills required, the long-term unemployed, the youth, the over 45' years of age, etc. It is therefore, absolutely necessary, to coordinate special policies that will contribute to fulfilling the right of these groups to realise their life wishes by giving them access to decent, quality, stable, well-paid jobs and affordable housing, with an emphasis on the special needs of women, young mothers and groups at risk of poverty and social exclusion.

The effective way out of the crisis is to implement policies that will make the labour market more inclusive, by redoubling the efforts of the employment services to help the groups that have particular difficulties in entering the job market and paying special attention to those who seriously lack training and are at risk of precarious employment. To do so entails promoting training programmes that target the ever-changing labour market, better providing people with the skills needed and facilitating the career transitions of male and female workers.

Following these premises, this Strategy therefore highlights the need to develop inclusive labour policies aimed at providing the most vulnerable with quality employment that allows them to live in a dignified manner and to develop both professionally and personally. Effective policies will be

promoted that lead to these vulnerable groups entering the labour market by reinforcing the joint work of social services and employment services to ensure that there is an active search for jobs for the unemployed or those with little job security and that occupational and career mobility become one of the mechanisms for preventing unemployment. Their employability will be improved through personalised employment itineraries and professional counselling during job transitions and by prioritising the participation of people with the greater risk of social exclusion in active employment policies and skill development policies. Also, special programmes will be implemented for women at risk of exclusion, women with unshared family responsibilities, immigrants, women over the age of 45 and gypsy women, youth aged out of foster care and youth working in agriculture, among other particularly vulnerable groups.

Special attention will be paid to the working conditions derived from training contracts and apprenticeships, especially to those of training activities and internship contracts, with the objective of avoiding the loss of security in jobs offered to groups at risk of exclusion from the labour market, in which they're participating in.

Support will also be given to social economy initiatives and, in particular, social entrepreneurship because they significantly help to solve social problems and serve as a vehicle for the labour market insertion of the most vulnerable, especially social initiative placement companies and special employment centres.

To take advantage of the opportunities offered by self-employment and entrepreneurship in an environment in which the way of looking at work is changing, this Strategy also includes support for entrepreneurial initiatives. It therefore proposes implementing actions to promote entrepreneurship, quality self-employment and the social economy, by including an entrepreneurial advisory service in the common portfolio of services. Female entrepreneurship is also one of the aspects being worked on by various special programmes.

Law 9/2017, of the 8th of November, on Public Sector Contracts includes, for the first time, the obligation of complying with certain social clauses in order to have access to contracts from the public administrations. These obligations include providing employment for people at risk of social exclusion or with disabilities, specifically protecting decent working conditions, promoting the social and solidarity economy, bringing about effective equality between men and women, implementing measures to balance work and family life and promoting fair trade/ethical consumption.

An inclusive job market necessarily involves combating all types of discrimination in employment for reasons of age, sex, disability, gender iden-

ity and expression, sexual orientation, ethnic background or religion. The Strategy takes this important social challenge into account so that everyone can have the same opportunities. Combating wage inequality and other gender-based forms of discrimination therefore forms one of its central pillars.

### 3.3. Strategic goal 3. Social protection against life-cycle risks

Together with the programmes to combat poverty and the education and training policies targeting social investment mentioned above, all the social protection programmes of the Spanish welfare state contribute to confronting the social risks associated with the different stages of the human life-cycle by minimising the effects of economic adversity and other situations of need.

This variety of programmes, typical of a Mediterranean welfare system, where the family plays a major role in all aspects of caring, is now facing a series of major challenges due to the profound social changes that have taken place in recent years. Families are finding it increasingly difficult to take on these responsibilities, which means new balances are called for in the actions of the public administrations, the market and civil society in order to confront the shortage of care that is calling intergenerational solidarity into question.

Because of this situation, the state must recalibrate the social protection system and take on more responsibility for personal services in order to find a solution for the challenges arising from the New Social Risks (NSR), especially in regard to long-term care, childcare, women's involvement in the workforce and the balance between work and family life, financial support for families with children and the residential emancipation of young people, which have typically been aspects ignored by the Spanish social protection system but which very seriously affect the vulnerable portions of the population.

It is intended to strengthen the key areas of social protection, such as healthcare, support for children and families, social services, long-term care, housing and urban policy, that will help to protect people from the social risks that arise during their life-cycle, by guaranteeing their social rights in an environment beset by accelerated changes in the economy, relationships and social structures, and in the values and expectations of the public.

Before reaching these goals and being able to promote the inclusion and social integration of some vulnerable groups, it is necessary to guarantee universal access to certain services, among them basic financial services.

Therefore, guaranteeing vulnerable people who are excluded from the financial system free, universal access to basic payment accounts, with minimum associated financial services, will contribute to reducing poverty and inequality. Specifically, with these services, this group will be able to receive public assistance, access the formal economy and benefit from the other policies proposed in the strategy.

However, it is not only necessary to move toward guaranteeing universal access to these basic financial services, it is also necessary to extend the range and coverage of other financial services to the entire country. In this sense, promoting the digital transformation of financial services is a key factor in promoting equal opportunities, as having access to these financial services will permit improved family financial planning and access to other basic services, which in turn will increase the efficiency and effectiveness of the policies to prevent and combat poverty and social exclusion.

### 3.3.1. Challenges

#### **Challenges**

- Guaranteeing universal, equitable and quality access to healthcare for everyone, with a special emphasis on the most vulnerable groups.
- Reducing inequalities in healthcare.
- Difficulties of disadvantaged families of coping with the challenges of balancing work and family life.
- Malnutrition and a lack of adequate stimulation, particularly during holiday periods, among children in vulnerable environments.
- Attention to and coverage of the needs for support and development of the most vulnerable people and families in addition to dependent people.
- Risk of stigmatising the beneficiaries of in-kind aid.
- Providing decent housing with the necessary conditions of habitability for everyone, in a setting that offers better opportunities in life.
- Difficulties for young people in becoming emancipated.
- Prevalence of homelessness.
- Rural depopulation.

### 3.3.2. Objectives and action lines

**3.1. Healthcare**

**3.2. Support for children and families**

**3.3. Social Services and Dependency**

**3.4. Housing and Urban Planning**

### **Objective 3.1. Healthcare**

*Deliver an equitable response to healthcare needs and improve the health of the population especially that of the most disadvantaged social groups.*

#### **Action lines**

- ▶ Guarantee the economic, social and political sustainability of a universal, quality, public health system that is free to end-users.
- ▶ Safeguard the universal coverage of the National Health Service (Spanish initials, SNS).
- ▶ Design a pharmaceutical co-payment system that is not a barrier to access to medications, especially for the most vulnerable groups.
- ▶ Promote effective, equitable access to the SNS for the residents of Spain regardless of their criminal, administrative, employment or family status, income, residence, ethnic background, gender, sexual orientation, gender identity and expression or nationality.
- ▶ Promote strategies and programmes to improve the health and lifestyle of vulnerable groups, including people with disabilities, people with addictions, the Roma population, people infected by HIV, convicts, those aged out of foster care, people from immigrant backgrounds, the homeless, etc.
- ▶ Work on the social factors that affect health in coordination with the social and health services, and with the involvement of the general public, to provide a comprehensive response to the health-related challenges of the most vulnerable groups.

Health is not only a lack of illness but a state of physical and mental well-being that allows people to develop fully. As the Universal Declaration of Human Rights states, health is a basic part of everyone's right to an adequate standard of living. This right is also recognised by the Spanish Constitution, which stipulates that the government is responsible for ensuring the conditions that will allow everyone to live as healthily as possible.

The end of the crisis has left the Spanish public health system in a complicated situation, in which it has to deal with great structural changes in Spanish society and their impact on the public health system (ageing, the growth of social inequality, an increase in expectations regarding health and healthcare, etc.). The response to these changes needs to work towards the so-called "Threefold Goal": improving the health of the population, providing better care and containing the tendency of the increase of costs.

It is appropriate to consider the possible regressive effects of the growing role of public funding in the area of healthcare, such as the effects of co-payment, the risk of a dual system due to the expansion of private insurance, etc. It is therefore of vital importance to ensure that pharmaceutical co-payment does not become an obstacle to access medications that patients need, especially those with chronic illnesses and the most vulnerable. The commitment to exemption from co-payment for certain, more vulnerable

groups will continue: for families with under-age children that receive transfers for dependent children, people affected by toxic shock syndrome and people with disabilities in the cases covered by special legislation, people who receive a social inclusion income, people who collect non-contributory pensions and unemployed individuals who have lost their entitlement to unemployment benefits, while such situation exists.

In addition to the challenge of funding the system, the sustainability of the public health system is affected by the risk of a deterioration in the public's perception of the functioning of the SNS (as shown by the gradual rise of private health insurance in recent years), which could pose a threat to the social and political dimensions of the system's sustainability.

The main aim of the public health system must be to function as a guarantor of universal healthcare protection and an instrument of social and regional cohesion. This Strategy, therefore, advocates safeguarding the universality of the coverage of the National Health Service. Returning to the philosophy of universality that played an essential part in the founding of the SNS offers a vital opportunity for permanently institutionalising this system, as then there could be clarification of how the powers and responsibilities are shared among the levels of government and the door could be opened to a better balance between "multilevel governance" and a cohesive public health system.

As well as a concern with guaranteeing equal access to the system, the health authorities need to advance towards equity, by identifying and combating health inequalities and paying attention to different healthcare needs, especially when they affect the most disadvantaged segments of the population, such as mental health, chronic conditions, obesity, etc.

People's state of health is determined by biological factors, lifestyle, socio-economic conditions and the consumption of health-related goods and services, etc. Social inequalities in health lead to unfair and avoidable differences in health among socially, economically, demographically or geographically defined population groups. A large number of scientific studies have shown that the inequalities in health that exist in any society (including those with an advanced public health system, like Spain) are more responsible for excess mortality and morbidity than most of the risk factors known to make people ill. There is a direct and proven relationship between poverty, social exclusion and health, with a significant gender effect. It is a self-reinforcing process of circular causation: social exclusion is harmful to health and bad health can lead to social exclusion. Reducing inequalities in health to achieve effective equity is one of the challenges faced by Spanish society.

In order to tackle this situation, one of the guiding principles of the SNS's strategies is health equity. This Strategy is committed to guaranteeing

socio-health care and health care for the most vulnerable (drug addicts, children and adolescents with disabilities, ethnic minorities, victims of gender violence, children from immigrant backgrounds, people with HIV at risk of exclusion, etc.), based on criteria of equity. The equity of the public health system is also being tackled by training healthcare personnel and other stakeholders.

Most of the health problems that affect children are linked with their social status, such a way that, the lower socio-economic position of the family, the worse the health of the children. To respond to this circumstance, children are one of the target populations of the SNS Promotion of Health and Prevention strategy.

Unwanted pregnancies among adolescents and young people can have significant implications for their present and future. It is therefore necessary to take steps to improve the knowledge of the behaviour of young people and adolescents in the area of sexual and reproductive health by encouraging surveys, reports and/or studies from the viewpoint of gender and human rights; to promote official information points that are immediately accessible over the Internet; to implement awareness actions; to guarantee the effective, universal access of adolescents to emergency contraceptives under the conditions set by the law; and to promote the creation of youth health centres.

In regard to the health of the Roma population, the operational plan for 2018-2020 of the National Strategy for the Social Inclusion of the Roma population in Spain proposes three cross-cutting actions: a) to foster special programmes to promote health and prevention among the Roma population; b) to promote the involvement of all levels of the administration and strengthen coordination; and c) to include in a more specific manner, the perspective of equity in the actions, especially the gender perspective. Seven measures have been prioritized in the operative plan, to which the Autonomous Communities have committed themselves to their minimum development through the working group for Equity in Health in the Gypsy Community.

Given the high concentration of healthcare spending on the oldest segment of the population, international health organisations have recommended that developed countries like this one should redirect their attention from acute illnesses (separate episodes of illness or disease that are generally resolved by the intervention of just one level of healthcare) to primary and community care, focusing on chronic pathologies and disabilities (illnesses that require on-going management and long-term care and involve several levels of healthcare). It would therefore not be a question of increasing the total resources allocated to the social and health protec-

tion system yet rather of adapting its function to the changing demand. A greater degree of coordination between healthcare and the social services at the local and community level would be essential so as to respond to the social and health-related challenges posed to society, especially by the most vulnerable groups.

### **Objective 3.2. Support for children and families**

*Promote a positive, healthy upbringing in all families by implementing family-friendly policies and providing support for vulnerable groups from the social, healthcare and education services.*

#### **Action lines**

- ▶ Reinforce attention for vulnerable people and families.
- ▶ Support families at risk of poverty that have under-age children by making it easier to balance work and family life.
- ▶ Improve early childhood stimulation (through positive parenting programmes, reading support, etc.) for all children, regardless of the family's income level or place of residence.
- ▶ Combat "summer learning loss" through inclusive recreational education programmes with a balanced diet outside the school year.
- ▶ Foster the implementation of school canteens (serving breakfast, lunch and/or snacks) that are open to all children and adolescents regardless of the disposable financial resources of their families, to ensure a healthy, balanced diet.
- ▶ Promote comprehensive care for foreign unaccompanied minors.
- ▶ Promote comprehensive assistance for youth aged out of foster care.

The rapid economic and demographic changes in lifestyles, beliefs and practices that have taken place in recent years, especially among the younger cohorts, have changed the distinctive traits of the Mediterranean family model, especially in Spain. Types of household that were atypical, or practically non-existent, only a few years ago, such as unmarried mothers, same-sex marriages and common-law couples, have become increasingly common, the number of marriages has fallen abruptly and divorce has become commonplace. Closely related to this trend, the number of births out of wedlock has tended to converge with that of the countries in central and northern Europe. Some types of families with children, such as single-parent households, are particularly exposed to child poverty, as to why the trend toward altered family structures may contribute to an increase in the vulnerability of certain social groups.

The erosion of the "male breadwinner model", owing to rising female employment rates, has also made the two-income family model standard, to the point where this situation has become a *sine qua non* for purchasing a

family house as well as for avoiding poverty in the first stages of the family life cycle.

Households that have two members in full-time employment have great difficulty balancing work and care-giving. Families therefore increasingly tend to outsource child care, or the care of other dependent members of the household, to formal services. There is a significant gap, however, of pre-school registration rates between children from middle and high income families (which are taking better advantage of the commitment of the public administrations to policies of this type) and children from low income families, even after controlling for other factors, such as the mother's participation in the workforce. Low income families seem reluctant to use services of this type, whether out of tradition and expectation (the belief that at that age the best person to care for a child is the mother) or due to financial and institutional barriers (such as high fees or co-payments) that prevent these families from having full access to these facilities. In this context, availability of public services and the support for vulnerable families in terms of child-care is a central factor in helping these groups to balance work and family life because it increases their possibility of joining the workforce, which increases their income and helps to combat poverty and material inequality.

In order to guarantee the labour rights of parents and facilitate the task of caring for their children along with coping with situations of special necessity, and allow families to attain their desired fecundity rate (which is considerably higher than the current rate), it is necessary to promote an egalitarian division of roles between men and women, including the tasks of childcare outside the home, by providing quality services under equal conditions, regardless of the parents' socio-economic level.

The period between the ages of 0 and 3 is a key factor in child development as it is in this period that the foundations of the individual are structured, such as language, social skills, cognitive abilities and good emotional or psychological development. The most important skills, competencies and personal qualities that define our ability to function in society as human beings are formed and nurtured during early childhood; therefore, inequalities at this stage of child development determine the inequalities in adult life and consequently, contribute to continuing the cycle of inequality and poverty. Vulnerability in early childhood has a negative effect on aspects that are decisive for developing a balanced personality and for educational progress. It is essential to intervene during these years and offer all children and adolescents a good start so that they can enjoy good health later on and better personal, educational and social development as adults. As a result, the development of positive parenting initiatives is a priority for this Strategy. One of the actions proposed is to set up education and training resources for

fathers, mothers and other people who have educational or family responsibilities that will foster positive parenting models and act as a key factor in protecting the health and emotional welfare of children aged 0 to 3. Actions of this type are particularly important for vulnerable families, and to implement them it will be necessary to mobilise the support and resources of the social, healthcare and education services.

There is evidence that, after the summer holidays, the skills and knowledge acquired by students have declined and they return at the beginning of the school year worse off than they were in June. The holiday gap, the product of “summer learning loss”, affects students from disadvantaged backgrounds much more seriously. Providing poverty-stricken children and adolescents who have fewer cultural resources with access to cognitive enrichment experiences is an essential mechanism for reducing the effect of “summer learning loss” and offering compensation and cultural levelling to children from different socio-economic backgrounds. Programmes must therefore be implemented that cover the cost of leisure, recreational, cultural and educational activities for children who are traditionally excluded from them because they cannot afford the registration fees and co-payments. A parallel objective for programmes of this type is to help financially vulnerable families that cannot afford to pay for care for their children during these periods to balance work and family life. These resources, to be organised as summer camps (either in the city or in the country) must foster the development of new skills, the enjoyment of games and recreational activities, the experience of coexisting with one’s peers and the shoring up of the values of citizenship, in addition to guaranteeing a balanced, healthy diet that meets the nutritional needs of the children during the school holidays.

To combat the problems related with malnutrition (obesity and an unbalanced and unhealthy food intake, etc.) which are frequently found in the more disadvantaged groups and affect children very seriously, this Strategy intends to foster the implementation of school canteens that are open to all children and adolescents, regardless of the disposable financial resources of their families. The purpose of these canteens must be to ensure that children, who do not have a proper diet due to their parents’ lack of resources and/or time, eat a healthy, balanced breakfast, lunch and afternoon snack (and dinner if the circumstances of the household make it advisable).

Comprehensive care for unaccompanied, foreign minors that responds to their need for accommodation, education, food and custody, which is the responsibility of the public administrations, must be guaranteed under appropriate conditions that respond to the obligations taken on by Spain in international child protection agreements and treaties whilst simultaneously, allow to protect their rights and gradually lead to their smooth integration

into Spanish society. This group shares a considerable number of characteristics and adverse circumstances with other children who are wards of the state, and they all need to receive the care and attention that will help them to live independently when they reach legal age.

For this group, the public administrations must accept that this transition to independent adulthood requires support measures after legal age is reached, therefore, the support and assistance initiatives implemented for youth aged out of foster care must contribute to designing progressive, feasible and realistic paths to emancipation, so that when these young individuals enter the job and housing markets, and society in general, it occurs under conditions that maximise their chances in life.

### **Objective 3.3. Social Services and Dependency**

*Improve the quality of life and ensure the full development of the most vulnerable people and family units, as well as meet the needs arising from social exclusion and dependency.*

#### **Action lines**

- ▶ Strengthen the universal public social services system.
- ▶ Bring about better coordination between the universal public social services system and the public employment services.
- ▶ Improve the systems for generating and processing information on the operation of the universal social services system.
- ▶ Develop the national long-term care and prevention system that is part of the overall social system.
- ▶ Adapt the long-term care system to fit the ageing population and depopulation.
- ▶ Change the way in which the Fund for European Aid to the Most Deprived (FEAD) operates so as to increase social intervention and improve the care provided to its beneficiaries.

This Strategy considers that the Public Social Services System, which includes long-term care, has a vital role to play in reducing poverty and social exclusion and empowering the most vulnerable people and groups along with including them in society. The system will overcome their social difficulties, contribute resources that will improve their quality of life and anticipate in addition avoiding the causes of social exclusion, as it will provide coverage to all citizens, regardless of their financial resources.

The Public Social Services System is an essential cog in the wheel of the Welfare State and its protective and preventive action. It tackles the active inclusion of the most vulnerable from the viewpoint of comprehensive intervention in the multi-dimensional problem of social exclusion. One basic challenge in this area is to foster close cooperation between the Public

Social Services and Public Employment Services. A study will be made of the feasibility of creating a “single gateway” to the social protection system by fusing both the services for the unemployed and social assistance. This move could contribute to linking active and passive policies, so as to provide more individualised assistance on behalf of social workers and employment monitors that will help to, assess and oversee job searches, placement in companies and the results. The Social Inclusion Network, sponsored by the Ministry of Health, Consumption and Social Welfare as well as the Ministry of Employment, Migrations and Social Security and co-funded by the European Social Fund, is a good example of coordination between the social and employment services, the various public administrations, social interlocutors and private entities.

Although the Spanish Social Services System already has a well-recognised track record, this Strategy is designed to continue strengthening and consolidating the system using the General State Administration, especially for Primary Care, in order to guarantee access to its benefits.

One of the measures to bolster the system that is presented in this Strategy is the improvement, expansion and extension of the Social Services User Information System (Spanish initials, SIUSS). It is also of vital importance and of absolute necessity the integration of this system with the Information System of the Public Employment System (Spanish initials, SISPE) so that the actions, benefits and services they offer to the most vulnerable section of the population in the area of inclusion can be integrated, which would also comply with the repeated recommendations from the European Commission for Spain to do so.

Also in regard to the information systems, the Universal Social Card will include all the financial benefits managed by the offices and agencies of the General State Administration, the Autonomous Communities and local authorities, which should make it easier to design social policy and have an overview of benefits that reflects the actual situation. The interoperability of this new information with the SIUSS, once its interoperability with SISPE has been assured, will also make it easier to coordinate employment policy and social policy.

In addition, it is necessary to add and integrate the information held by the Information System of the Long-Term Care System (Spanish initials, SISAD) in order to contribute data that are essential both for social intervention with families and individuals as well as for protection improvement action plans for the entire Public Social Services System.

At the same time, there is an undoubted need for real-time data on the system’s mechanisms and services in every region and nationwide. Only in

this way, can decision making efficiently match the real needs of the public –especially the most vulnerable.

Lastly, it is vital for strengthening Social Services to unify and converge all this information by making the partial, scattered systems interoperable in addition to having a single state information system for the Public Social Services System.

The Personal Autonomy and Long-Term Care System (Spanish initials, SAAD) is an essential part of the Public Social Services System, especially for the poor. This Strategy advocates developing and improving it, which would involve the following aspect, among others: evaluating SAAD's fit with dependency-related needs in the context of the findings of the Report of the Dependency Analysis Committee, presented to and adopted by the Social Services Territorial Council and SAAD on the 19th of October of 2018.

Among these findings, revision of Law 39/2007 on Personal Autonomy and Care for Dependent People is foreseen to take advantage of the experience gained from management of SAAD, adapt the mechanisms to meet the demands of the public, make its structures more flexible to help it respond to new social problems and improve its fit with the public social services system. Various work groups are already starting up that will analyse and respond to the findings in the report. Among them is a group that will review Law 39/2006 and another that will propose a new statistical model.

In addition to creating these work groups, the agreements reached by the Analysis Committee are already starting to see results. One of them is Royal Decree 1082/2017, which increased the amounts of the Minimum Level by 5.26%, with an undertaking to return to the funding for the minimum level that was set prior to the 2012 reform of this law. An agreement was reached between the Territorial Social Services Committee and SAAD that focuses on setting the content for the basic and advanced telecare services provided for in Law 39/2006 of 14 December.

In addition, it is proposed to review the system for funding SAAD so as to guarantee its sustainability and the inclusion of those who are waiting to receive care, based on the criteria of equivalent financial commitments from the General State Administration and the Autonomous Communities.

The review of SAAD and its sustainability and quality will take into consideration the ageing population. According to forecasts from INE, if the current trends continue, the dependency rate for those over 64 years of age will reach 41.4% in 15 years' time and almost 69% midway through the next century. One of the action lines in the Strategy is to offer a number of possible solutions and make the system meet this challenge, since the future increase in the number of dependent people requires new responses. It is

also intended to develop the high potential of active ageing. To do this, the 2018-2021 National Strategy for the Active Ageing and Proper Care of the Elderly tackles the phenomenon of loneliness and the proper care for the elderly, among other aspects.

In addition, a network of Imserso centres has been created to supplement and reinforce the actions of the public administrations without interfering with their powers. These centres are a commitment to strengthening innovation and the quality of the resources targeting dependent individuals.

The system must care particularly for those who, because of their special characteristics, may be susceptible to poverty and social exclusion. One of the programmes linked with this area of activity that needs to be reformed, using the definition of the new Operative Programme (corresponds to the 2021-2027 European Union multi-annual financial framework), is the Fund for European Aid to the Most Deprived. The problems resulting from its implementation have shown a need in recent years to make far-reaching reforms in its design and implementation. Firstly, it is indispensable for support actions to take priority over food distribution, which the experiences and good practices of other member countries have shown to be more effective. Secondly, it is indispensable for these support actions to come from the Public Social Services System, specifically its Primary Care system, which includes among its basic provisions those that comprehend both professional technical support and a basic benefit from the system itself (at times and depending on the Autonomous Community).

Within this framework, the programme must explore all possibilities so that the delivery of food is substituted with other options, such as end-users purchasing goods and/or basic services, incorporating wallet systems or similar that have shown their usefulness in avoiding stigmatisation and secondary victimisation. These resources could also be used to provide material assistance, such as textbooks and school supplies; fund free school meal programmes in primary and secondary schools for families with no resources, or set up summer camps that include a guarantee of balanced nutrition for children from disadvantaged families. Therefore, this Strategy proposes the gradual, short-term adaptation of this scheme to the aforementioned criteria: to the extent permitted by the current Operational Programme, and in the medium and long-term, making far-reaching changes before the next Operational Programme, which will start in 2021.

Another way of protecting people on the threshold of poverty and at risk of social exclusion is the right to free legal assistance. This right allows those who lack financial resources to receive legal counsel and to file complaints or defend themselves in a suit before the courts. The recognition of this right undoubtedly permits any citizen to have recourse to the protection

of the courts of justice. A series of groups exists that, regardless of the availability of financial resources, can also obtain recognition of this right. These are victims of gender violence, terrorism and human trafficking in proceedings that are linked, arise from or are the result of their status as victims and children and people with psychological disabilities who are the victims of abuse or mistreatment. In this way, those who may be especially vulnerable as a result of an offence are entitled to this resource and their rights are properly defended.

In addition, the current regulations of the Guarantee of Maintenance Payment Fund (Royal Decree 1618/2007, of 7 December), which is managed by the Ministry of Finance, seek to guarantee the payment of maintenance to children and adults with a disability equal to or greater than 65% in cases of separation, divorce, annulment and other filiation or maintenance processes, when it is not paid by the person obliged to do so, through a system of down payments based on the income of the family unit, of a maximum amount and duration. Current legislation will be reviewed in order to prevent child poverty and remedy the effects that non-payment of maintenance can have on the financial situation of the children.

#### **Objective 3.4. Housing AND Urban Planning**

*Facilitate access to housing and maintaining it in a habitable condition in an inclusive environment, focusing on the most formidable families with children and young people.*

- ▶ Care for people and families, especially those with dependent children, who have been evicted or thrown out of their normal home as a result of their socio-economic vulnerability.
- ▶ Promote rent support for the most vulnerable people and families.
- ▶ Bolster the stock of social or affordable rented housing, especially where there is a large gap between market rates and household income.
- ▶ Promote free rehousing programmes, the eradication of slums and social support.
- ▶ Promote measures to reduce homelessness and make it easier for the homeless to gain access to housing.
- ▶ Design special measures for the emancipation of young individuals.
- ▶ Guarantee basic utilities (electricity, gas, water, and communications) to households with insufficient resources.
- ▶ Combat energy poverty by promoting the discount rate and heating allowance.
- ▶ Promote the refurbishing of houses without adequate living conditions.
- ▶ Regenerate the most run-down urban areas.
- ▶ Combat rural depopulation.

Having a home with decent living conditions is a basic necessity for guaranteeing human dignity, and this is recognised in the Spanish Constitution.

Housing is also one of the risk factors to be taken into account when examining poverty and social exclusion in public policy. Access to adequate housing is a key factor in social inclusion, emancipation and civic involvement. Adequate, decent housing alone does not guarantee inclusion but it is an indispensable condition for leading a full life and enjoying the different facets of life in society.

Problems with gaining access to housing affect families in a particularly serious manner and have a specific impact on children and youth. There is a close link between having a decent housing and the possibility of planning a future for oneself and for one's family. Being denied decent housing that meets optimum habitability standards is, therefore, one of the most obvious manifestations of poverty and social exclusion. The process of social exclusion is closely related with the habitat and area, manifesting segregation in a particularly run-down urban environment and the risk of social stigma for residents in certain areas in which vulnerability is concentrated.

Whether it is paying rent or a mortgage, or the costs of upkeep, housing is one of the major expenses faced by any household. This Strategy intends to combat the economic instability brought on by housing costs for families. It defines a series of particularly vulnerable groups that is a priority for action. Among them are large families, single parent family units with family responsibilities, people who have faced the foreclosure of their normal residence or who have given up their normal residence to pay a debt, co-living units in which all the members are unemployed and have run out of benefits, young people with difficulties becoming emancipated and lastly, the homeless.

It is important to care for people who have been evicted or thrown out of their normal home, especially families with dependent children, taking into consideration the recommendations of the People's Defender on this subject. Setting up public housing funds for rented social housing is an essential public policy tool for tackling the housing crises that result from the eviction (of owned or rented homes) of people and family units in a very vulnerable socio-economic position due to non-payment.

For young individuals, gaining access to housing so as to become independent is a problem for particular concern. The support from the public administrations for youth to help them to gain access to decent, affordable housing is absolutely necessary due to precarious employment and the high price of housing. This aid can be channelled to youth with few financial resources as direct rent support or as a subsidy to help them purchase their own housing.

Other groups may also have particular difficulties in gaining access to a market property, (single-parent households, very young emancipated wom-

en, large young families, ethnic minorities such as gypsies, people with an immigrant background, youth aged out of foster care, the homeless, etc.), as to why a variety of public initiatives, (from providing social housing and rent support to brokering government guarantees or protecting both landlords and renters with short-term economic problems through mediation), must be organised to try to guarantee that housing costs for vulnerable households do not exceed the maximum tolerable limit of 35% of income.

Coordinating a policy to prevent and combat homelessness so that those who are homeless can once again, plan for the future and return to society is another priority of this Strategy. The design and implementation of the *2015-2020 National Comprehensive Strategy for Homeless People* is the main instrument articulating the policy for preventing and combating homelessness that is designed to meet these objectives. Those who aged out of foster care, who are frequently at risk of becoming homeless, will also receive preferential treatment from the homelessness prevention programmes.

This Strategy advocates the need to develop urban renewal and regeneration programmes designed to fund the refurbishment of buildings and homes, the redevelopment of public places and, where appropriate, the construction of buildings or homes to replace ones that have been demolished. The Strategy is committed to a sustainable urban model that identifies a series of strategic objectives, such as promoting social cohesion and equity and guaranteeing the right to housing of those who most need it, in environmentally sustainable, financially competitive and socially inclusive cities.

Energy poverty is another of the ways in which socio-economic vulnerability is revealed, although it has a series of idiosyncrasies that make it affect groups that are not necessarily at risk of poverty or social exclusion as well. The problem of energy poverty has increased with the economic downturn and the rise in energy prices. The National Strategy to Combat Energy Poverty is intended to tackle situations in which households have difficulty affording energy-related expenses, as shown by their being unable to keep their homes at a reasonable temperature, falling behind on their energy bills or seriously restricting consumption. The main measures designed to tackle this problem seek to reduce the number of people affected by energy poverty by reforming the subsidised rates for electricity and heating, comprehensively and automatically, in order to improve their efficiency and effectiveness and increase their coverage and penetration of vulnerable groups.

It is also proposed to fund improvements to the energy efficiency and sustainability of vulnerable households (changing the heating equipment or elements of the building envelope using subsidies for vulnerable consumers that would finance up to 100% of the cost), completely remodelling buildings in a poor state of repair in urban areas or in the country that have vul-

nerable inhabitants, and setting up aid for the elderly to pay maintenance costs, condominium fees or the basic utilities for a house they own or hold in usufruct.

It is also intended to draw up a protocol for healthcare professionals so that they can identify health problems that are potentially related to energy poverty and report them to the social services.

Poverty can also be worse in a rural environment, where there may be serious problems of depopulation, desertion of the land, ageing and the masculinisation of the population and limited prospects for employment. This topic is the central theme of the Government Commission for the Demographic Challenge, responsible for drawing up the National Strategy to Combat the Demographic Challenge, which will tackle this issue.

The 2018-2021 National Housing Plan, which is currently in progress and in force, includes a number of measures: rent support for co-living units with fewer resources; paying special attention to young people and people over the age of 65; aid for people who have been evicted from their normal homes for the non-payment of the mortgage or rent; aid to increase the stock of public and private housing that will be rented for a minimum of 25 years to people on a limited income and for co-living units with limited resources; aid to improve the energy efficiency and accessibility of homes; aid for the urban renewal and regeneration of areas that particularly need it, especially substandard housing and slums; special aid, linked to the demographic challenge, for young people to purchase or refurbish homes in municipalities with fewer than 5,000 inhabitants and aid to promote housing to be rented for a minimum of 40 years to the elderly and people with disabilities. In addition, the Plan gives preference to certain particularly vulnerable groups when granting this aid.

In upcoming plans, or modifications to current ones, the possibility should be evaluated of looking further into the objectives of this Strategy using the actions that are being carried out.

### 3.4. Strategic goal 4. Effective and efficient policies

Achieve an efficient system that brings all the policies for preventing and combating poverty and social inclusion together in a comprehensive, coherent manner.

The determination to reach higher levels of efficiency and effectiveness and make progress on the coordination and cooperation on the system to prevent and combat poverty has led to a variety of challenges being tackled as well as progress being made towards continuing improvement. Aspects such

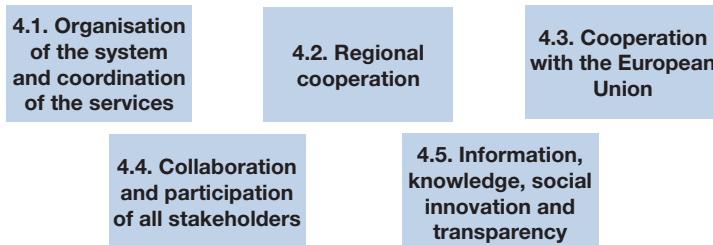
as coordination between the employment and social services and the opportunity to share information systems have become priority issues.

### 3.4.1. Challenges

#### **Challenges**

Promoting a social protection system that responds to the needs with the widest, equitable coverage possible and that meets the objectives efficiently and effectively

### 3.4.2. Objectives and action lines



Strategic goal 4 is a pivotal issue that must be present everywhere in the design, development and implementation of the Strategy. The principles of efficiency and effectiveness are part and parcel of the actions of the General State Administration in regard to the scheduling and implementation of public resources, as article 31.2 of the Constitution recognises. Also, currently, these premises, together with transparency, have become indispensable conditions of good governance and are demanded by a public that expects answers and accountability. Since combating poverty is an area shared by the different levels of the Public Administration and has to have the active involvement of civil society entities, it is imperative to improve cooperation and joint action so that the policies may be more efficient.

Starting from this prospect, the Strategy offers four ways to improve efficiency and effectiveness:

**A holistic, comprehensive concept of policy and interdepartmental coordination**

- Which means organising the system and internal coordination within the General State Administration for the purpose of rationalisation and coherence

**Objective 4.1.**

**Coordination and cooperation between the regions**

- Both at the Autonomous Community and municipal levels and with the European Union
- In aligning policies and generating synergies

**Objectives 4.2 y 4.3.**

**The active participation of all the stakeholders**

- In the processes inherent in the strategy, especially that of the Social Action Third Sector due to its closeness to vulnerable people, without forgetting the importance of the social agents, parliament, companies and other stakeholders involved

**Objective 4.4.**

**Management of knowledge and information, innovation and transparency**

- Elements that influence the tools that are used, how the challenges are tackled and what progress is made on continuing improvement and accountability

**Objective 4.5.**

**Objective 4.1 Organisation of the system and coordination of the services**

*Improve the organisation and coordination of all policies and benefits that protect people from poverty and social exclusion.*

**Action lines**

- ▶ Constantly analyse the benefits system to improve its organisation
- ▶ Analyse the non-contributory Social Security Benefits to increase the coverage.
- ▶ Improve the management, collaboration, coordination and communication in the National Employment System.
- ▶ Look in depth at the coordination and joint action between the social and employment services in addition to other services that contribute to social inclusion.

The Strategy focuses on the following aspects in this area:

- Analyse the benefits system in order to better organise and simplify it, especially in the area of employment such as the case of the Employment Support Programme (Spanish initials, PAE), Plan PREPARA (Professional Retraining Programme), and the Active Insertion Income (Spanish initials, RAI) programme, which form part of the Social Round Table of the Crash Programme for Employment; this will allow to speed up the strengthening of the employment activation and protection programmes for the long-term unemployed as well as to rationalise the existing complementary programmes, guaranteeing effective protection for the unemployed and respect for the distribution of powers in this area.
- Bolster the coordination instruments of the National Employment System by analysing the effect of the measures taken and setting up protocols for coordination and the exchange of information on benefits and joint support actions with the employment services. A key tool in this area is to use annual employment plans to implement the Spanish Employment Activation Strategy.
- Improve coordination, cooperation and the integration of actions between the employment and social services as a key factor in promoting the activation of the most vulnerable groups, which require more support. Channels will be set up between the social and employment services for cooperation on special programmes for groups with difficulties entering the labour market in addition to pilot programmes designed to provide new responses to emerging needs<sup>30</sup>.
- Move towards a dependency system based on services and take into consideration the factors that hinder its progress. Reaching a balance between the rights and obligations of the beneficiaries guarantees the equity of the system.
- Analyse non-contributory benefits to improve their coverage and check their gender impact. The Autonomous Communities, which handle many non-contributory benefits, will cooperate in this analysis, for the purpose of studying the legislation governing these ben-

<sup>30</sup> The Social Inclusion Network, sponsored by the Ministry of Health, Consumption and Social Welfare and the Ministry of Employment, Migrations and Social Security and co-funded by the European Social Fund, is a good example of increased coordination between the social and employment services and the various public administrations, social interlocutors and private entities.

efits, aiming to identifying possible defects and design proposals for improvement<sup>31</sup>.

#### **Objective 4.2 Regional cooperation**

*Improve the mechanisms for regional coordination and cooperation and the efficiency of the entire system.*

##### **Action lines**

- ▶ Come to an agreement on the actions among the different regional levels in order to prevent overlapping, while respecting the distribution of powers of the public administrations.
- ▶ Increase the synergies between the regions, discussion and mutual learning regarding how to tackle the problems.
- ▶ Foster the coordination and complementarity of the systems to eradicate social exclusion and poverty, as well as complete the map of public benefits.

This Strategy places a special emphasis on strengthening regional cooperation, starting from the tiered structure of regional powers that characterise public administration and taking into account the fact that poverty and social exclusion must be **tackled comprehensively** by breaking down geographical barriers. Adopting a cooperative, proactive attitude to the search for a common goal will increase the efficiency and effectiveness of the system.

The duties of the management centres responsible for relations with the Autonomous Contacts and local authorities include analysing, encouraging and monitoring multi-lateral cooperation between the General State Administration and the Autonomous Communities such as the activities of the multi-lateral cooperation bodies and, in particular, those of the Sectoral Conferences<sup>32</sup>. The following bodies are of special importance for combating poverty and social exclusion: the Sectoral Conference on Employment and Labour Affairs, the Sectoral Conference on Education, the Inter-territorial Council of the National Health System, the Sectoral Conference on the National Drug Plan, the Sectoral Conference on Equality, the Territorial Coun-

<sup>31</sup> For example, it is proposed to analyze the legislation governing these benefits with regard to the calculation of the siblings' income, when neither of the parents live, to maintain the family unit.

<sup>32</sup> The Sectoral Conferences adopt criteria common to all the public administrations when implementing their own policies within their respective powers that they frequently require, taking into account the general economic, social and administrative context. Cooperation, through these sectoral conferences, makes the actions of the state and regional administrations more effective.

cil of Social Services and the ‘System for Personal Autonomy and Care of Dependent Adults. The following actions will therefore commence:

- The channels provided by the Territorial Council of Social Services and SAAD are reinforced, as well as its committees, to establish horizontal policies on communication, mediation, coordination and coping with the social needs of its citizens.
- The Partnership Plan for the Implementation of Basic Social Service Benefits, and its standardisation and coordination, will be reinforced.
- Progress will be made toward a common social services information system that provides useful information for improving its efficiency.
- Better coordination of the Autonomous Communities’ economic and supplementary benefits for families will be encouraged so as to reduce the inequalities in their scope and level of protection.

#### **Objective 4.3 Cooperation with the European Union**

*Bring national policy into line with European policy based on the 2020 Europe Strategy.*

#### **Action lines**

- ▶ Implement the recommendations on poverty and social exclusion of the European Semester.
- ▶ Take an active part in opportunities to draft European social policy.
- ▶ Improve the effectiveness of the Structural and Investment Funds in combating exclusion, particularly child poverty, through a European Child Guarantee system.
- ▶ Bolster rights, especially those of children, in line with the European Pillar of Social Rights.
- ▶ Implement the Urban Agenda for the EU.

Spanish social policy is closely linked with the European framework and its social acquis. The 2020 Europe Strategy and its implementation through the European Semester process for coordinating economic policy, including the annual recommendations of the Council and the member states, guides Spanish policy on social inclusion and the reduction of poverty.

Meeting the targets of the 2020 Europe Strategy and applying the national recommendations requires the involvement of all levels of government; therefore the cooperation among the different public administrations in the field of reducing poverty as well as promoting social inclusion will be strengthened.

Reducing poverty is one of the targets of the 2020 Europe Strategy and a commitment made by this Strategy to bring about smart, sustainable, inclusive growth. Active inclusion is expressly included in the Strategy to give employment and, in particular, investment in people a leading role.

The Strategy therefore not only seeks to implement the recommendations of the Council in the European Semester but also to become part of the effective policies for combating poverty, like the European Urban Agenda, the Youth Guarantee, the Gender Action Plan, the European Pillar of Social Rights, the Skills Agenda for Europe and, in general, the Social Dimension of the EMU. The Strategy advocates taking maximum advantage of the opportunities offered by funding from the Structural and Investment funds: especially the European Social Fund.

The European Pillar of Social Rights provides the European Union with a framework for implementing social and employment policy that will encourage reforms and lead to convergence between the countries. Its main task is to ensure equity and social justice throughout Europe. The Pillar of Social Rights has 20 principles and rights grouped into three broad action areas: Equal opportunities and access to the labour market, fair working conditions and social protection in addition to social inclusion. Since the 17th of November of 2017, the European Pillar of Social Rights has been formally endorsed by three institutions: The European Council, European Parliament and European Commission. European institutions, member states, social interlocutors and all other stakeholders involved are therefore committed to its application.

The active participation of not only the General State Administration but the Autonomous Communities will be guaranteed in all the forums, groups and workspaces called for by these European bodies to help to combat poverty.

#### **Objective 4.4 Collaboration and participation of all the stakeholders**

*Improve the cooperation and participation of all the stakeholders in policies to prevent and combat poverty and social exclusion.*

#### **ACTION LINES**

- ▶ Foster the participation of children
- ▶ Support the Social Action's Third Sector in its care and support for the most vulnerable people and groups.
- ▶ Promote dialogue and the participation by the Social Action's Third Sector in the design and development of policies.
- ▶ Foster dialogue and the participation of the social interlocutors.
- ▶ Promote dialogue with parliamentary representatives through the corresponding committees.
- ▶ Encourage the participation of companies through Corporate Social Responsibility.
- ▶ Promote the participation of people affected by poverty and exclusion in the monitoring and assessment of the policies applied.

The Strategy is based on the principles of comprehensive participation and collaboration by all the actors involved, so as to improve the efficiency of the policies, their legitimacy and good governance.

- The right of children to take part in designing the public policies that affect their lives and, in general in cultural and sporting life as well, will be guaranteed in accordance with the Convention on the Rights of the Child.
- Supporting and strengthening the organisations in the Social Action's Third Sector<sup>33</sup> is one of the strategy's action lines. In the area of finance, this support is embodied by continuing the calls for state and Autonomous Community budgeted and off-budget income tax subsidies.
- The recognition and commitment of the Social Action's Third Sector includes public-private cooperation and the provision of services by social entities that recognise and promote the special value provided by these entities in creating the social fabric and empowering people who are excluded. In this case, the possibility continues that contributors to Companies Tax can show their willingness to allocate 0.7% of the overall amount paid in tax to activities of general interest, which in any case must be given to projects implemented by state bodies that will help to fund these entities and have a favourable effect on their beneficiaries.
- Dialogue with the entities in the Social Action's Third Sector will continue to be fostered as they are key players and interlocutors in social inclusion policy. This participation is preferably channelled through the European Anti-Poverty Network, the Civil Dialogue Committee, the Third Sector Platform and the State Council of Social Action NGOs. Dialogue and discussion will continue to be channelled through the State Council of Social Action NGOs and other committees such as the State Council of the Gypsy People, the State Council for Senior Citizens, etc. A voice will be given to these entities, for example, by their involvement in the different Observatories, such as the Childhood Observatory or the restorative criminal justice programmes.

<sup>33</sup> The Social Action's Third Sector plays a key part not only because of its work in the area of social intervention but also as an advocate of enablement and social participation. Social entities contribute in particular to the organisation of communities and their structuring and are closest to the most vulnerable people. The role of the Social Action's Third Sector in promoting the participation of the public and developing community life is vital.

- It is also important, as noted in this Strategy, to search for more effective models to facilitate the participation of people directly affected by poverty and exclusion, bearing in mind the characteristics of the group. The aim is to incorporate their perspective and direct expression as much as their needs and the impact of the policies applied to them
- It also leads to the participation of the social interlocutors in social inclusion policies
- Parliamentary representatives, through the permanent committees and answers to Parliamentary questions, will bolster the political dimension of the Strategy.
- The Strategy does not rule out giving companies an opportunity to participate in social change, due to their commitment to society that is embodied in their Corporate Social Responsibility and corporate volunteering actions, thus, initiatives designed to promote this are contemplated.

#### **Objective 4.5 Information, knowledge, social innovation and transparency**

*Have a system that manages information and knowledge efficiently, produces innovative responses for social needs and is transparent.*

#### **Action lines**

- ▶ Advance the knowledge of social problems as well as social needs, as well as the efficiency of the system in responding to them.
- ▶ Foster learning, innovation and knowledge transfer.
- ▶ Set up a plan to assess the Strategy that includes specific activities or assessments regarding the design, implementation and results of each measure and of the measures as a whole.
- ▶ Develop statistical analysis tools to identify accurately the situations of need that require public action, by improving coordination between employment and social policies.

A special value is given to knowledge management and transfer as indispensable tools for increasing the efficiency and effectiveness of social inclusion policies. Not only is a broad, objective knowledge of the realities of exclusion required, yet also a better comprehension of improved socialisation of it this is necessary, building it together, sharing it and exchanging it.

The Strategy therefore advocates the following initiatives:

- Conducted studies and investigations of the different social realities and the responses given to needs, such as, for example, the National Health Survey of the Roma population and studies or best practices

at the IMSERSO State Reference Centres or the implementation of Observatories such as Urban Vulnerability.

- Setting up spaces for debate, the exchange of experiences, the formation of networks and other areas in which knowledge can be shared. One example is the Social Inclusion Network.
- Education and training as an element that leads to professional improvement and more up-to-date knowledge, for example, training for social services professionals in childcare and families or the on-line training plan for healthcare workers to teach about equity.
- Developing mechanisms and tools that make it possible to share information with three goals: to have greater knowledge, improve coordination and be more transparent. A key information tool will be the universal social card which will include up-to-date information on all contributory, non-contributory and supplementary social benefits with an economic content, funded from public resources<sup>34</sup>.
- Promoting innovative solutions for the changes in and challenges to society in the area of inequality and social exclusion that are based on assessment and empirical evidence, to contribute to improvement and a transformation to sustainable, inclusive development. The announcement of income tax relief or the six-year research period for the transfer of knowledge and innovation (Ministry of Science, Innovation and Universities) is an opportunity to promote this action line.
- Increasing transparency and accountability as essential factors guaranteeing good governance and the exercise of democracy, which must be embodied in monitoring and assessing this Strategy and promoting the culture of assessment in inclusion policies. The tools required to collect information and analyse it will be developed so that it's made possible to be aware of, constantly and in depth, the substantive and operational dimensions of social inclusion policies and all the actions arising from them.

<sup>34</sup> Law 26/2015, of 28 July, modifying the protection system for children and adolescents, states that the Autonomous Communities and the General State Administration will set up a shared information system that will permit a uniform knowledge of the child and adolescent protection situation in Spain, with the data broken down by gender and disability, both for the purposes of tracking specific protection measures and for statistical purposes.

# 4. Governance

## 4.1. The development of the strategy

The Ministry of Health, Consumer Affairs and Social Welfare, through the Secretary of State for Social Services, in close cooperation with the High Commissioner against Child Poverty, has managed the process of designing and drawing up the National Strategy for Preventing and Combating Poverty and Social Exclusion as an essential instrument for meeting Spain's commitment to reducing poverty and promoting social inclusion in accordance with the 2020 Europe Strategy and the repeated specific recommendations made by the European Council since 2011.

This process followed a participatory methodology and took into account the regional and institutional configuration and the overall distribution of powers among the various Public Administrations. Three levels of government, national, regional and local, took part, through the structures and bodies set up for inter-ministerial cooperation, and for technical cooperation with the Autonomous Communities and the Spanish Federation of Municipalities and Provinces (FEMP). Associations from civil society also took part, through the Inclusion, Employment and Rural workgroup of the State Council of Social Action NGOs, as did the social interlocutors.

The process consisted of:

- Conducting a diagnosis of poverty and social exclusion in Spain with reference to the starting point of the Strategy.
- Setting up a basic structure for the Strategy.
- Holding information and data sharing meetings on the basic structure of the category with the different parties involved: ministries, Autonomous Communities, NGOs and social interlocutors.
- Sending out query cards to all those involved asking for observations, comments and information by thematic area, which were subsequently integrated into the Strategy.
- Creating a draft that was submitted to the stakeholders who took part in the process, through the corresponding participation and co-operation bodies.
- Sending out a proposed Strategy, with the consolidated inputs, that was submitted to the government.

The coordination of all the stakeholders involved in the Strategy was channelled through the following bodies and stakeholders:

- Inter-Ministerial Committee for National Social Inclusion Action Plans.
- Executive Social Services Committee of the Territorial Council of Social Services and the 'System for Personal Autonomy and Care of Dependent Adults.'
- Spanish Federation of Municipalities and Provinces.
- State Council of Social Action NGOs.
- Social interlocutors.

## 4.2. Operational Plans and the Implementation of the Strategy

The National Strategy for Preventing and Combating Poverty and Social Exclusion is intended to set out the general lines for action and intervention that will subsequently require an operating plan specifying these guidelines. For this reason, to roll out the Strategy, it is envisaged that the development operating plans will be drawn up, led by the Ministry of Health, Consumer Affairs and Social Welfare through the Secretary of State for Social Services, which will define the following aspects

- Specific steps to be taken towards attaining each of these strategic goals, setting the objectives and action lines.
- The areas and bodies responsible and/or involved in its execution.
- The budget allocated.
- Updating the indicators.

In this way, the operating plan will make it possible to organise the implementation of the Strategy by setting out specific steps and making it fit the specific circumstances of the moment.

Although both the planning and follow-up will be led by the Secretary of State for Social Services, as occurred with the design of the Strategy, a consultation and participation process will be opened up targeting the various stakeholders involved, in accordance with the governance defined in the Strategy. Specifically there will be participation and cooperation from:

- Ministerial departments with powers over this area, through inter-ministerial cooperation meetings.

- High Commissioner against child poverty.
- Autonomous Communities, through technical cooperation meetings.
- Local authorities, represented by the Spanish Federation of Municipalities and Provinces.
- Social Action Third Sector, through the State Council of Social Action NGOs.
- Social interlocutors
- State Council of the Gypsy People

In any case, the implementation of the Strategy using operating plans will take place within the existing budgetary possibilities, in accordance with the fiscal consolidation path set by the government and will be optional for actions for which the Autonomous Communities are responsible.

### 4.3. The Evaluation System for the Strategy

A final evaluation of the 2019-2023 Strategy is foreseen when its validity ends, i.e., in 2024. The evaluation will have the cooperation of institutions such as the Institute for Public Policy Assessment. The starting diagnosis, the actions implemented, the results obtained and the impact associated with their implementation will be taken into account. The following will be taken into account specifically:

- 1) Implementation of measures: linking their implementation with the corresponding performance indicators, whenever possible, although these indicators will need to be adapted for each measure and its contents.
- 2) Evaluation of results: measuring the progress made in reducing poverty and social inclusion in relation to the inclusion policies, depending on two types of indicators:
  - Quantitative indicators: the following indicators will be used as a reference, even though other, additional indicators deemed appropriate may be used, bearing in mind the baseline set by the diagnosis set out in these pages:
    - At risk of poverty rate (monetary) with threshold of 60% and 40% of the median)
    - Anchored at risk of poverty rate

- Persistent at risk of poverty rate
- Severe material deprivation rate
- AROPE indicator
- Low work intensity

All these indicators will always be examined by:

- sex.
- age group, differentiating between, among other groups, the child population (under 18 years of age) and the youth population (18-29).
- nationality or country of birth, whenever the data permit it.

Also, up-to-date information will be provided on:

- School drop-out rate, by sex.
  - Grade retention rate, by sex.
  - Employment rate, separating youth from the rest, by sex.
  - Temporary employment rate, separating youth from the rest, by sex.
  - Part-time employment rate, youth from the rest, by sex.
  - Qualitative indicators: these will measure the progress in relation to the inclusion policies and will be defined from the qualitative changes expected from the implementation of the Strategy and, therefore, the stakeholders involved will take part. It is planned to conduct interviews, seminars or other activities with the major stakeholders, including the managers from the different administrative levels and representatives of social organisations that are working in the field on preventing and combating poverty and exclusion. If the budget permits it, discussion groups will also be organised, or at least one event to discuss and debate the successes and limitations of the Strategy.
- 3) The evaluation of impact, in other words, the effects directly arising from the actions and measures laid out in and linked with the Strategy, to see how far the Strategy has contributed to preventing and reducing poverty and improving the well-being of people.  
To carry out the final evaluation, the following information will be considered:
- a) Official sources of statistical information.

- b) Evolution of spending according to official data, always relating to the number of people and/or households at risk of poverty that are beneficiaries.
- c) System of discussion and consultation with the key players.

The final evaluation report will be submitted to:

- Inter-Ministerial Committee for National Social Inclusion Action Plans.
- The High Commissioner against child poverty.
- Executive Social Services Committee of the Territorial Council of Social Services and the System for Personal Autonomy and Care of Dependent Adults.
- State Council of Social Action NGOs.
- State Council of the Gypsy People.
- Childhood Observatory.
- The social interlocutors.
- Other stakeholders linked with devising and implementing the Strategy.



# Annex I. European and domestic indicators

## AROPE and its components

AROPE	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	<b>23.5</b>	<b>22.5</b>	<b>24.4</b>	<b>22.5</b>	<b>21.6</b>	<b>23.3</b>
UE28	Spain	from 0 to 5	23.8	23.8	23.9	21.9	21.9	21.8
		from 6 to 11	26.4	25.6	27.2	24	23.4	24.6
		from 12 to 17	29.1	29.0	29.2	27.5	27.2	27.8
		under 18	26.4	26.1	26.8	24.5	24.2	24.7
		from 18 to 64	24.2	23.4	25.0	23.2	22.6	23.9
		over 64	18.2	15.0	20.6	18.1	15	20.5
		Total	<b>27.9</b>	<b>28.0</b>	<b>27.9</b>	<b>26.6</b>	<b>26.0</b>	<b>27.1</b>
Spain	Spain	from 0 to 5	27.8	28.3	27.1	28.3	27.5	29.2
		from 6 to 11	32.7	33.5	31.9	31.9	30.7	33.1
		from 12 to 17	38.8	39.5	38.1	34.1	34.6	33.5
		under 18	32.9	33.5	32.3	31.3	30.8	31.9
		from 18 to 64	30.4	29.9	30.9	28.2	27.5	28.9
		over 64	14.4	13.8	14.9	16.4	14.5	17.8

AROP	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	<b>17.3</b>	<b>16.6</b>	<b>17.9</b>	<b>16.9</b>	<b>16.3</b>	<b>17.5</b>
UE28	Spain	from 0 to 5	18.7	18.2	19.2	18	17.9	18.1
		from 6 to 11	20.8	20.1	21.6	19.6	19	20.2
		from 12 to 17	23.4	23	23.8	22.7	22.4	22.9
		under 18	21	20.4	21.5	20.1	19.8	20.4
		from 18 to 64	17	16.6	17.3	16.7	16.4	17
		over 64	14.6	12	16.7	14.6	12	16.6
		Total	<b>22.3</b>	<b>22.6</b>	<b>22.1</b>	<b>21.6</b>	<b>21</b>	<b>22.2</b>
Spain	Spain	from 0 to 5	24.7	24.5	25	26	25.3	26.9
		from 6 to 11	30.4	31.2	29.6	29.2	28.6	29.8
		from 12 to 17	34.5	35.7	33.3	29.9	30.1	29.8
		under 18	29.7	30.2	29.3	28.3	27.9	28.8
		from 18 to 64	22.9	22.8	23	21.7	21	22.4
		over 64	13	12.7	13.2	14.8	13.5	15.9

% of people who live in households with a very low work intensity	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		from 0 to 5	8.9	9.2	8.5	7.3	7.4	7.2
UE28	Spain	from 6 to 11	9.3	9.3	9.4	7.2	7.2	7.1
		from 12 to 17	9.7	9.9	9.5	8	8.1	8
		under 18	9.3	9.5	9.1	7.5	7.6	7.4
		from 18 to 59	10.9	10.2	11.6	9.9	9.5	10.4
		under 60	10.5	10.0	11.0	9.3	9	9.7
		from 0 to 5	8.9	8.9	8.9	8.0	7.2	9.1
Material deprivation, 4 items or more out of 9	Spain	from 6 to 11	11.4	12.1	10.7	10.0	10.2	9.9
		from 12 to 17	14.9	16.6	13.2	11.4	11.3	11.6
		under 18	11.6	12.3	10.9	9.8	9.4	10.2
		from 18 to 59	15.9	15.7	16.0	13.7	13.4	14.1
		under 60	14.9	14.9	14.8	12.8	12.4	13.2

Material deprivation, 4 items or more out of 9	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	7.5	7.3	7.7	6.9	6.7	7.2
UE28	Spain	from 0 to 5	7.2	7.3	7.2	6.1	5.9	6.3
		from 6 to 11	8.9	8.2	9.7	7.6	7.4	7.8
		from 12 to 17	9.3	9.3	9.3	8.3	7.9	8.8
		under 18	8.5	8.3	8.7	7.3	7.1	7.6
		from 18 to 64	7.8	7.7	7.8	7.2	7.2	7.1
		over 64	5.8	4.7	6.6	5.8	4.6	6.8
Material deprivation, 4 items or more out of 9	Spain	Total	5.8	5.3	6.2	5.1	4.9	5.3
		from 0 to 5	6.7	5.5	8.1	6.0	4.8	7.4
		from 6 to 11	6.4	5.1	7.8	6.9	5.9	7.8
		from 12 to 17	8.4	8.6	8.2	6.6	6.5	6.7
		under 18	7.1	6.3	8.0	6.5	5.7	7.3
		from 18 to 64	6.4	5.9	6.8	5.6	5.6	5.5
		over 64	2.5	1.9	2.9	2.4	1.6	3.0

## European indicators: guaranteed income

S80/S20	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	5.2	5.2	5.1	5.1	5.1	5
UE28	under 65	under 65	5.4	5.5	5.4	5.3	5.3	5.3
		over 65	4.1	4.2	4.1	4.1	4.1	4
	Spain	Total	6.6	6.7	6.5	6.6	6.5	6.7
Spain	under 65	under 65	7.3	7.3	7.2	7.2	7.0	7.4
		over 65	4.3	4.3	4.2	4.6	4.5	4.6

Gini Index	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		UE28	30.8	-	-	30.7	-	-
Spain		34.5	-	-	34.1	-	-	-

Relative risk of poverty gap	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	25.0	26.1	24.1	24.7	25.7	24
UE28	under 18	26.1	26.3	25.8	25.5	25.1	26	
	from 18 to 64	27.9	29.0	26.9	27.4	28.4	26.4	
	over 65	16.8	16.9	16.8	16.7	16.2	17	
Spain	Total	31.4	31.0	31.8	32.4	32.4	32.6	
	under 18	35.9	35.0	37.0	36.5	34.7	39.2	
	from 18 to 64	33.2	33.2	33.0	33.1	33.4	33.0	
	over 65	13.9	11.9	17.1	20.2	15.8	23.3	

Persistent at risk of poverty rate	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	11.0	10.4	11.5	11.30	10.80	11.60
UE28	under 18	14.2	12.9	15.6	13.90	13.50	14.40	
	Spain	Total	14.8	15.3	14.3	14.7	14.1	15.3
	under 18	22.2	21.5	23.1	19.2	17.7	20.7	

Anchored risk of poverty at one moment in time (2008))	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	17.5	16.9	18.0	15.7	15.3	16.2
UE28	Spain	under 18	21.0	20.6	21.4	18.7	18.5	19
		from 18 to 64	17.2	16.9	17.5	15.7	15.4	15.9
		over 65	15.0	12.7	16.8	13.1	11.2	14.6
		Total	29.2	28.9	29.4	26.5	25.5	27.6
Spain	Spain	under 18	36.1	36.2	36.0	33.0	32.7	33.4
		from 18 to 64	29.0	28.9	29.0	25.9	25.1	26.7
		over 65	22.9	20.1	25.1	22.3	18.4	25.3

At risk of child poverty rate before social transfers (pensions are not considered a social transfer)	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	25.9	25.2	26.6	25	24.3	25.5
UE28	Spain	under 18	34.3	33.9	34.6	32.5	32.5	32.6
		from 18 to 64	25.8	25.2	26.5	25.1	24.5	25.7
		over 65	17.8	14.9	20.1	17.3	14.5	19.5
		Total	29.5	30.1	28.9	28.4	28.0	28.7
Spain	Spain	under 18	36.0	36.8	35.1	34.4	34.3	34.6
		from 18 to 64	31.4	31.8	30.9	29.7	29.2	30.1
		over 65	16.5	15.7	17.2	18.0	16.3	19.4

## European indicators: access to the labour market

At risk of child poverty rate (minors under 18 years of age) by household work intensity, for households with dependent children.	Country	Year	2016			2017		
		Work Intensity/Gender	T	V	M	T	V	M
		Very high [0.85-1]	6.6	6.4	6.9	6.6	6.4	6.8
UE28	Spain	High [0.55-0.85]	12.0	11.5	12.6	12.2	11	13.5
		Average [0.45-0.55]	27.2	26.2	28.2	28.3	28.4	28.2
		Low [0.2-0.45]	55.0	55.1	55.0	53.6	54.5	52.7
		Very low [0-0.2]	70.4	68.9	72.1	75.3	74.2	76.5
		Very high [0.85-1]	8.3	8.8	7.9	7.0	6.8	7.2
Spain	Spain	High [0.55-0.85]	19.4	20.2	18.5	27.6	24.4	30.9
		Average [0.45-0.55]	36.5	35.5	37.6	38.9	39.8	37.8
		Low [0.2-0.45]	64.7	69.9	60.1	63.4	64.7	62.0
		Very low [0-0.2]	82.2	80.6	84.2	85.2	83.5	86.8

At risk of child poverty rate (minors under 18 years of age) for households with dependent children and employment (Work intensity above 20%).	Country	Year	2016			2017		
		Type of Household/Gender	T	V	M	T	V	M
	UE28	Households with dependent children	15.9	15.4	16.4	15.5	15.3	15.9
	Spain	Households with dependent children	22.8	23.1	22.5	22.1	22.0	22.3

Average annual employment rate by age and gender	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		15 to 64 years of age	66.7	71.9	61.4	67.7	73.0	62.5
UE28	UE28	20 to 64 years of age	71.1	76.9	65.3	72.2	78.0	66.5
		15 to 24 years of age	33.9	35.6	32.1	34.7	36.4	33.0
		25 to 54 years of age	78.8	84.6	73.0	79.7	85.6	73.8
		55 to 64 years of age	55.3	62.0	48.9	57.1	63.7	50.9
		15 to 64 years of age	59.5	64.8	54.3	61.1	66.5	55.7
Spain	Spain	20 to 64 years of age	63.9	69.6	58.1	65.5	71.5	59.6
		15 to 24 years of age	18.4	19.4	17.2	20.5	21.2	19.7
		25 to 54 years of age	71.5	77.4	65.6	73.2	79.2	67.1
		55 to 64 years of age	49.1	55.7	42.8	50.5	57.8	43.5

Unemployment rate. Annual average by age and gender.	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	8.6	8.4	8.8	7.6	7.4	7.9
UE28	UE28	15 to 24 years of age	18.7	19.4	17.9	16.8	17.4	16.1
		25 to 54 years of age	7.9	7.5	8.4	7.0	6.6	7.5
		55 to 64 years of age	6.5	7.0	5.9	5.8	6.1	5.5
		Total	19.6	18.1	21.4	17.2	15.7	19.0
		15 to 24 years of age	44.4	44.0	44.9	38.6	39.5	37.4
Spain	Spain	25 to 54 years of age	18.2	16.3	20.3	15.9	13.9	18.2
		55 to 64 years of age	17.0	16.9	17.2	15.3	14.8	15.9

Long-term unemployment	Country	Year	2016			2017		
		Gender	T	V	M	T	V	M
	UE28		4.0	3.9	4.0	3.4	3.3	3.5
	Spain		9.5	8.4	10.8	7.7	6.7	8.8

Unemployment rate for the elderly	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
	UE28	55-64 years of age	55.3	62.0	48.9	57.1	63.7	50.9
	Spain	55-64 years of age	49.1	55.7	42.8	50.5	57.8	43.5

Proportion of income for people aged 65 and over in respect to people less than 65 years of age	Country	Year	2016			2017		
		Gender	T	V	M	T	V	M
	UE28		0.93	0.96	0.90	0.93	0.97	0.90
	Spain		1.01	1.05	0.98	0.98	1.01	0.95

Aggregate replace- ment rate. Ratio of pensions for people aged 65 to 74 and income from work for people aged 50 to 59	Country	Year	2016			2017		
		Gender	T	V	M	T	V	M
	UE28		0.55	-	-	0.56	-	-
	Spain		0.51	-	-	0.50	-	-

## European indicators: access to quality services

Life expectancy at birth and at age 65.	Country	Year	2016			2017		
		Gender	T	V	M	T	V	M
		UE28	At birth	-	78.20	83.60	-	-
		At age 65	-	9.80	10.10	-	-	-
	Spain	At birth	-	80.50	80.50	-	-	-
		At age 65	-	10.40	10.40	-	-	-

Self-perception of needs not covered by healthcare	Country	Year	2016			2017		
		Reason/Gender	T	V	M	T	V	M
		UE28	Too expensive	1.6	1.4	1.9	1.0	0.8
	Spain	Too far to travel	0.1	0.1	0.1	0.1	0.1	0.1
		Too far away, too expensive or on waiting list	2.5	2.1	2.9	1.7	1.4	2.0
		Lack of time	0.5	0.5	0.5	0.3	0.3	0.3
		Do not report unmet medical needs	95.7	96.1	95.3	96.9	97.1	96.6
		Too expensive	0.2	0.1	0.2	0.0	0.0	0.1
		Too far to travel	0.0	0.0	0.0	0.0	0.0	0.0
		Too far away, too expensive or on waiting list	0.5	0.5	0.6	0.1	0.1	0.2
		Lack of time	0.2	0.2	0.3	0.0	0.0	0.0
		Do not report unmet medical needs	98.6	98.7	98.5	99.7	99.8	99.7

School drop-out rate	Country	Year	2016			2017		
		Gender	T	V	M	T	V	M
		UE28		10.70	12.20	9.20	10.60	12.10
	Spain		19.00	22.70	15.10	18.30	21.80	14.50

People aged 15 to 24 with no employment, education or training	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		UE28	15-24	11.60	11.30	11.90	10.90	10.70
	Spain	15-24	14.60	15.10	14.10	13.30	13.80	12.80

Individual level of digital skills (aged 16 to 74)	Year		2016			2017		
	Level/Gender		Total	Men	Women	Total	Men	Women
	individuals with few digital skills		25.0	24.0	26.0	26.0	24.0	27.0
Individuals with basic digital skills		27.0	27.0	27.0	26.0	26.0	26.0	
Individuals with superior digital skills		29.0	31.0	27.0	31.0	34.0	28.0	
Individuals with basic or superior digital skills		56.0	58.0	54.0	57.0	60.0	55.0	
Individuals with no digital skills		1.0	1.0	1.0	1.0	1.0	1.0	
individuals with few digital skills		25.0	24.0	27.0	28.0	26.0	30.0	
Individuals with basic digital skills		23.0	24.0	22.0	23.0	24.0	22.0	
Individuals with superior digital skills		31.0	33.0	28.0	32.0	33.0	30.0	
Individuals with basic or superior digital skills		53.0	57.0	50.0	55.0	57.0	52.0	
Individuals with no digital skills		2.0	2.0	2.0	2.0	2.0	2.0	

## Information on the domestic situation

Growth of GDP	Country	Year		2016			2017		
		Gender		T	V	M	T	V	M
	UE28			2.00	-	-	2.40	-	-
	Spain			3.20	-	-	3.00	-	-

Per capita GDP in purchasing power parity. (EU-28=100)	Country	Year		2016			2017		
		Gender		T	V	M	T	V	M
	UE28			100.0	-	-	100.0	-	-
	Spain			91.4	-	-	92.0	-	-

Risk of poverty rate by type of work schedule	Country	Year		2016			2017		
		Type of Household/ Gender		T	V	M	T	V	M
		UE 28	Part-time	15.80	-	-	15.80	-	-
			Full-time	7.80	-	-	8.00	-	-
		Spain	Part-time	24.30	-	-	26.90	-	-
			Full-time	10.70	-	-	10.70	-	-

Local authority users of the Joint Plan for the Basic Provision of Social Services (Except the Basque Country and Navarre)	Country	Year	2016			2017		
		Gender	T	V	M	T	V	M
		Spain	5,418,035	-	-	-	-	-

Users of the Social Services User Information Service (except in Catalonia, Castilla-La Mancha, Canaries and the Basque Country)	Country	Year	2016			2017			
		Benefit/Gender	T	V	M	T	V	M	
		Spain	Information on counselling, evaluation and mobilisation of resources	1,914,900	-	-	-	-	
Conventional unit and home care			809,585			-	-	-	
Alternative accommodation			101,015			-	-	-	
Prevention and inclusion			291,415			-	-	-	
Subsistence needs			1,234,468			-	-	-	
Total			4,351,383			-	-	-	

Fuente: Sistema de Información de Usuarios de Servicios Sociales (SIUSS). Ministerio de Sanidad, Consumo y Bienestar Social.

Number of people who live in households with all their members unemployed	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		UE28	0-17	10.5	-	9.8	-	-
		Spain	18-59	10.2	9.7	10.6	9.6	9.1
		UE28	0-17	10.9	-	9.8	-	-
		Spain	18-59	12.6	12.8	12.3	11.4	11.5
		UE28	15 to 64 years of age	72.9	78.5	67.3	73.3	78.9
		Spain	15 to 64 years of age	74.2	79.2	69.2	73.9	78.9
		UE28	15 to 24 years of age	41.6	44.1	39.0	41.7	44.0
		Spain	15 to 24 years of age	33.0	34.7	31.3	33.3	35.1
		UE28	25 to 54 years of age	85.5	91.4	79.6	85.7	91.6
		Spain	25 to 54 years of age	87.4	92.5	82.3	87.0	92.0
		UE28	55 to 64 years of age	59.1	66.6	52.0	60.6	67.8
		Spain	55 to 64 years of age	59.2	67.0	51.7	59.6	67.9
		UE28	65 years and over	53.8	-	53.8	-	-
		Spain	65 years and over	51.8	-	-	-	-

Social spending by percentage of GDP	Country	Year	2016			2017		
		Function/Gender	T	V	M	T	V	M
		Total	28.2	-	-	-	-	-
UE28	UE28	Illness/healthcare	8.0	-	-	-	-	-
		disability	2.0	-	-	-	-	-
		old age	10.9	-	-	-	-	-
		survival	1.5	-	-	-	-	-
		Family/children	2.4	-	-	-	-	-
		Unemployment	1.3	-	-	-	-	-
		Housing	0.5	-	-	-	-	-
		Social exclusion	0.6	-	-	-	-	-
		Total	24.3	-	-	-	-	-
Spain	Spain	Illness/healthcare	6.6	-	-	-	-	-
		disability	1.7	-	-	-	-	-
		old age	9.7	-	-	-	-	-
		survival	2.3	-	-	-	-	-
		Family/children	1.3	-	-	-	-	-
		Unemployment	1.9	-	-	-	-	-
		Housing	0.1	-	-	-	-	-
		Social exclusion	0.2	-	-	-	-	-

Distribution of children by hours of formal care received per week, by age group (as a percentage)	Country	Year	2016			2017		
		Age/No. of hours	Zero hours	From 1 to 29	30 hours or over	Zero hours	From 1 to 29	30 hours or over
			Under 3's	67.1	15.0	17.9	65.8	14.6
UE28	UE28	From age 3 to school starting age	13.7	34.5	51.8	14.3	32.8	52.9
		From school starting age to age 12	3.0	31.7	65.3	4.0	37.9	58.1
		Under 3's	60.7	20.6	18.7	54.2	28.0	17.8
Spain	Spain	From age 3 to school starting age	4.8	51.3	43.9	4.2	57.9	37.9
		From school starting age to age 12	0.2	47.7	52.1	0.3	49.9	49.8

Infant mortality	Country	Year	2016			2017		
		Age/ Gender	T	V	M	T	V	M
	UE28	3.6	-	-	-	-	-	-
Spain		2.7	-	-	-	-	-	-

Deprived of shelter. Homes with a significant lack of habitability	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	<b>4.8</b>	<b>4.9</b>	<b>4.7</b>	<b>4.5</b>	<b>4.6</b>	<b>4.5</b>
UE28	Under 18	7.2	7.2	7.2	6.7	6.5	7	
	From 18 to 64	4.9	5.0	4.8	4.7	4.8	4.6	
	Over 65	1.7	1.4	2.0	1.7	1.4	2	
	Total	<b>1.7</b>	<b>1.7</b>	<b>1.7</b>	<b>1.0</b>	<b>1.1</b>	<b>1.0</b>	
Spain	Under 18	2.9	3.2	2.5	1.6	1.6	1.7	
	From 18 to 64	1.7	1.6	1.8	1.1	1.2	0.9	
	Over 65	0.4	0.3	0.4	0.3	0.3	0.4	

At risk of child poverty rate before social transfers (if pensions are considered a social transfer)	Country	Year	2016			2017		
		Age/Gender	T	V	M	T	V	M
		Total	<b>44.5</b>	<b>42.1</b>	<b>46.7</b>	<b>43.8</b>	<b>41.6</b>	<b>45.9</b>
UE28	under 18	36.4	36.1	36.8	35.9	36	35.9	
	from 18 to 64	33.6	32.0	35.2	32.6	31	34.2	
	over 65	88.1	87.2	88.9	87.5	86.5	88.3	
	Total	<b>46.8</b>	<b>45.7</b>	<b>48.0</b>	<b>45.0</b>	<b>43.5</b>	<b>46.5</b>	
Spain	under 18	38.3	39.3	37.2	36.3	36.4	36.1	
	from 18 to 64	38.5	38.2	38.9	36.2	35.4	37.1	
	over 65	84.2	83.0	85.1	83.5	82.9	83.9	

Impact of Social Transfers on reducing CHILD poverty, including/excluding pensions as a social transfer	Country	Year	2016			2017		
		Pensions	T	V	M	T	V	M
		Including pensions	38.78	-	-	38.15	-	-
UE28	Excluding pensions	42.31	-	-	44.01	-	-	
	Including pensions	22.45	-	-	22.04	-	-	
Spain	Excluding pensions	17.50	-	-	17.73	-	-	

At risk of poverty rate for the employed population	<b>Country</b>	<b>Year</b>	2016			2017		
		<b>Gender</b>	<b>T</b>	<b>V</b>	<b>M</b>	<b>T</b>	<b>V</b>	<b>M</b>
	UE28	9.6	10.0	9.1	9.6	10.0	9.1	
	Spain	13.1	13.7	12.4	13.1	13.3	12.8	

## Annex II. Summary table of strategic lines

Strategic goal 1. Combat poverty		
Objective 1.1. Guaranteed income	Action lines	Progress towards developing a Minimum Living Income, starting by rolling out a programme of child benefits that offers greater coverage and greater protection against vulnerability.
		Update the Public Multiple-Effect Income Index (IPREM), to provide greater protection with the allowances and benefits that use it as a reference.
		Guarantee, simplify and organise state-run benefits and allowances, by improving coordination with those that are overseen by the regions.
		Ensure the sustainability of the pension system.
		Increase the Minimum Interprofessional Wage to ensure sufficient income from work.
Objective 1.2. Economic	Action lines	Change agenda.

<b>Strategic goal 2. Social investment in people</b>	
<b>Objective 2.1. Equitable, inclusive education</b>	<b>Action lines</b>
	Set up a revised legal framework that increases opportunities for education and training for all students, contributes to the improvement of educational results and meets the demand for an equitable, quality education.
	Expand and reform scholarship and grant programmes.
	Enhance early intervention and schooling (age 0-3), targeting, in particular, the most disadvantaged groups.
	Reduce grade retention rates through measures and programmes that strengthen the basic skills, with diagnostic assessments to devise a suitable advisory board.
	Develop programmes to compensate for the effects of unequal backgrounds (cultural, social, economic, etc.) in education and promote educational inclusion.
	Organise remedial education programmes in primary and secondary school to prevent academic failure and drop-out.
	Promote inclusive education for children and adolescents with special educational needs.
	Avoid discrimination in the classroom and promote peaceful coexistence.
	Foster paths to better skills that recognise formal and non-formal learning and allow re-entry to education and training so that people can improve their qualifications.
Bolster the content of vocational training (dual vocational training and certificates of professionalism) by improving the coordination between the education system, the labour market and business.	
Set up initiatives and gateways to education and training that will encourage the groups with the greatest risk of dropping out to continue their studies.	
Review the mechanisms for updating the training courses offered to ensure a good match between the supply of and demand for skills.	
Intensify the role of the advisory services and structures in promoting equal learning and employment opportunities for people by developing lifelong education.	
Bridge the digital divide by preparing people for the digital economy and the newly employment niches of added high-value.	

Objective 2.2 Education, training and employment	Action lines	Promote active policies for the unemployed and those with a greater risk of exclusion from the labour market.
		Encourage the hiring of people who have greater difficulty finding employment (youth, women after child bearing and rearing, gypsy women, people with disabilities, socially excluded people, homeless people, female victims of gender violence, etc.) by improving their employability.
		Support the less qualified when transitioning between jobs.
		Support initiatives to promote entrepreneurship that will lead to quality employment.
		Foster the social economy and other forms of solidarity-based economy.
		Facilitate job mobility and functional mobility.
		Reduce the wage gap, especially between women and men.
		Improve the employment mediation mechanisms, individualised attention and the public-private partnership model, in addition to improving the public employment services.
		Promote the implementation of regulations to increase the training provided under training contracts and apprenticeships, to guarantee their quality and improve working conditions.
		Improve the control over training contracts and apprenticeships, paying special attention to training activities and work experience contracts.
		Set up measures to combat precarious employment and 'false' self-employment.
		Promote reserved market contracts for social initiative placement companies and special employment centres.
		Organise preventive measures against all types of discrimination in employment for reasons of age, sex, disability, gender identity and expression, sexual orientation, ethnic group or religion.

<b>Strategic goal 3. Social protection against life-cycle risks</b>		
Objective 3.1. Healthcare	Action lines	Guarantee the economic, social and political sustainability of a universal, quality, public health system that is free to end-users.
		Safeguard the universal coverage of the National Health Service (Spanish initials, SNS).
		Design a pharmaceutical co-payment system that is not a barrier to access to medications, especially for the most vulnerable groups.
		Promote effective, equitable access to the SNS for the residents of Spain regardless of their criminal, administrative, employment or family status, income, residence, ethnic background, gender, sexual orientation, gender identity and expression or nationality.
		Promote strategies and programmes to improve the health and lifestyle of vulnerable groups: people with disabilities, people with addictions, the Roma population, people infected by HIV, convicts, those formerly in care, people from immigrant backgrounds, the homeless, etc.
		Work on the social factors that affect health in coordination with the social and health services, and with the involvement of the general public, to provide a comprehensive response to the health-related challenges of the most vulnerable groups.
Objective 3.2. Support for children and families	Action lines	Reinforce attention for vulnerable people and families.
		Support families at risk of poverty that have under-age children by making it easier to balance work and family life.
		Improve early childhood stimulation (through positive parenting programmes, reading support, etc.) for all children, regardless of the family's income level or place of residence.
		Combat "summer learning loss" through inclusive recreational education programmes with a balanced diet outside the school year.
		Foster the implementation of school canteens (serving breakfast, lunch and/or snacks) that are open to all children and adolescents regardless of the disposable financial resources of their families, to ensure a healthy, balanced diet.
		Promote comprehensive care for foreign unaccompanied minors.
		Promote comprehensive assistance for youth aged out of foster care.

	Objective 3.3. Social services and dependency	Action lines
		Strengthen the universal public social services system.
		Bring about better coordination between the universal public social services system and the public employment services.
		Improve the systems for generating and processing information on the operation of the universal social services system.
		Develop the national long-term care and prevention system that is part of the overall social system.
		Adapt the long-term care system to fit the ageing population and depopulation.
		Change the way in which the Fund for European Aid to the Most Deprived (FEAD) operates so as to increase the social intervention and improve the care provided to its beneficiaries.
	Objective 3.4. Housing and urban planning	Action lines
		Care for people and families, especially those with dependent children, who have been evicted or thrown out of their normal home as a result of their socio-economic vulnerability.
		Promote rent support for the most vulnerable people and families.
		Bolster the stock of social or affordable rented housing, especially where there is a large gap between market rates and household income.
		Promote free rehousing programmes, the eradication of slums and social support.
		Promote measures to reduce homelessness and make it easier for the homeless to gain access to housing.
		Design special measures for the emancipation of young individuals.
		Guarantee basic utilities (electricity, gas, water, communications) to households with insufficient resources.
		Combat energy poverty by promoting the discount rate and heating allowance.
		Promote the refurbishing of houses without adequate living conditions.
		Regenerate the most run-down urban areas.
		Combat rural depopulation.

### **Strategic goal 4. Effective and efficient policies**

Objective 4.1 Organisation of the system and coordination of the services	Action lines	Constantly analyse the benefits system to improve its organisation
		Analyse the non-contributory Social Security Benefits to increase the coverage.
		Improve the management, collaboration, coordination and communication in the National Employment System.
		Look in depth at the coordination and joint action between the social and employment services in addition to other services that contribute to social inclusion.
Objective 4.2 Regional cooper- ation	Action lines	Come to an agreement on the actions among the different regional levels in order to prevent overlapping, while respecting the distribution of powers of the public administrations.
		Increase the synergies between the regions, discussion and mutual learning regarding how to tackle the problems.
		Foster the coordination and complementarity of the systems to eradicate social exclusion and poverty, as well as complete the map of public benefits.
Objective 4.3 Cooper- ation with the European Union	Action lines	Implement the recommendations on poverty and social exclusion of the European Semester.
		Take an active part in opportunities to draft European social policy.
		Improve the effectiveness of the Structural and Investment Funds in combating exclusion, especially child poverty, through a European Child Guarantee system.
		Bolster rights, especially those of children, in line with the European Pillar of Social Rights.
		Implement the Urban Agenda for the EU.

Strategic goal 4. Effective and efficient policies		
Objective 4.4 Collaboration and participation of all the stakeholders	Action lines	<p>Foster the participation of children</p> <p>Support the Social Action's Third Sector in its care and support for the most vulnerable people and groups.</p> <p>Promote dialogue and the participation by the Social Action's Third Sector in the design and development of policies.</p> <p>Foster dialogue and the participation of social interlocutors.</p> <p>Promote dialogue with parliamentary representatives through the corresponding committees.</p> <p>Encourage the participation of companies through Corporate Social Responsibility.</p> <p>Promote the participation of people affected by poverty and exclusion in the monitoring and assessment of the policies applied.</p>
Objective 4.5 knowledge and transparency	Action lines	<p>Expand on the knowledge of social problems and needs just as in the efficiency of the system in responding to them.</p> <p>Foster learning, innovation and knowledge transfer.</p> <p>Set up a plan to assess the Strategy that includes specific activities or assessments regarding the design, implementation and results of each measure or of the measures as a whole.</p> <p>Develop statistical analysis tools to identify accurately the situations of need that require public action, by improving coordination between employment and social policies.</p>



# Annex III. Table: correlation with other plans and legislation

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
1.1. Guaranteed income	Progress towards developing a Minimum Living Income, starting by rolling out a programme of child benefits that offers greater coverage and greater protection against vulnerability.	<b>European Pillar of Social Rights Principle 14 “Minimum income”</b>	<b>Royal Decree-Law 8/2019, of 8 March, on urgent measures for social protection and to combat insecure employment in the working day</b>	<b>European Pillar of Social Rights Principle 11 “Childcare and support to children”</b>		
	Update the Public Multiple-Effect Income Index (IPREM), to provide greater protection with the allowances and benefits that use it as a reference.	<b>Current General State Budget Laws</b>				
	Guarantee, simplify and organise state-run benefits and allowances, by improving coordination with those that are overseen by the regions.	<b>European Pillar of Social Rights Principle 14 “Minimum income”</b>				

<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>					
<b>Objective</b>	<b>Action line</b>	<b>European Pillar of Social Rights Principle 15 “Old age income and pensions”</b>	<b>Royal Decree 1462/2018, of 21 December, setting the minimum interprofessional wage for 2019</b>	<b>UN 2030 Agenda Goal 1 “End poverty in all its forms everywhere”</b>	<b>UN 2030 Agenda Goal 10 “Reduce inequality within and among countries”</b>
	Ensure the sustainability of the pension system.	<b>European Pillar of Social Rights Principle 15 “Old age income and pensions”</b>			
	Increase the Minimum Interprofessional Wage to ensure sufficient income from work.	<b>European Pillar of Social Rights Principle 6 “Wages”</b>	<b>Royal Decree 1462/2018, of 21 December, setting the minimum interprofessional wage for 2019</b>		
1.2. Economic policy	Agenda for Change	<b>UN 2030 Agenda Goal 1 “End poverty in all its forms everywhere”</b>	<b>UN 2030 Agenda Goal 10 “Reduce inequality within and among countries”</b>	Action Plan for the Implementation of the 2030 Agenda. Towards a Spanish Sustainable Development Strategy	
2.1. Equitable, inclusive education	Set up a revised legal framework that increases opportunities for education and training for all students, contributes to the improvement of educational results and meets the demand for an equitable, quality education.	<b>European Pillar of Social Rights Principle 1 “Education, training and life-long learning ”</b>			

Objective	Action line	Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes				
	Expand and reform scholarship and grant programmes.	<b>European Pillar of Social Rights Principle 1 “Education, training and life-long learning ”</b>				
	Enhance early intervention and schooling (age 0-3), targeting, in particular, the most disadvantaged groups.	<b>European Pillar of Social Rights Principle 11 “Childcare and support to children”</b>				
	Reduce grade retention rates through measures and programmes that strengthen the basic skills, with diagnostic assessments to devise a suitable advisory board.	<b>Orientation and Reinforcement Programme for the Advancement of and Support for Education</b>				
	Develop programmes to compensate for the effects of unequal backgrounds (cultural, social, economic, etc.) in education and promote educational inclusion.	<b>European Pillar of Social Rights Principle 3 “Equal Opportunities”</b>	<b>Programme to fund textbooks and teaching materials</b>			

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Organise remedial education programmes in primary and secondary school to prevent academic failure and drop-out.	<b>Orientation and Reinforcement Programme for the Advancement of and Support for Education</b>	<b>The Youth Institute Network of Youth Information Services (Red SIH-INJUVE) offering help to vulnerable young people</b>			
	Promote inclusive education for children and adolescents with special educational needs.	<b>European Pillar of Social Rights Principle 3 “Equal Opportunities”</b>	2016-2020 Strategic Plan for School Coexistence			
	Avoid discrimination in the classroom and promote peaceful coexistence.	<b>Orientation and Reinforcement Programme for the Advancement of and Support for Education</b>	<b>The Youth Institute Network of Youth Information Services (Red SIH-INJUVE) offering help to vulnerable young people</b>			
	Foster paths to better skills that recognise formal and non-formal learning and allow re-entry to education and training so that people can improve their qualifications.	<b>2020 Education and Training Strategy</b>	<b>Orientation and Reinforcement Programme for the Advancement of and Support for Education</b>	2014-2016 Strategic Plan for Lifelong Learning		

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Bolster the content of vocational training (dual vocational training and certificates of professionalism) by improving the coordination between the education system, the labour market and business.	<b>European Qualifications Framework for Lifelong Learning</b>	Spanish Qualifications Framework	<b>Royal Decree 1529/2012, of 8 November, implementing training contracts and apprenticeships and establishing the bases for dual vocational training.</b>	<b>Basic Vocational Training Programme (Spanish initials, FPB)</b>	
	Set up initiatives and gateways to education and training that will encourage the groups with the greatest risk of dropping out to continue their studies.	<b>European Pillar of Social Rights Principle 1 “Education, training and life-long learning ”</b>	<b>The Youth Institute Network of Youth Information Services (Red SIH-INJUVE) offering help to vulnerable young people</b>	<b>Orientation and Reinforcement Programme for the Advancement of and Support for Education</b>		
	Review the mechanisms for updating the training courses offered to ensure a good match between the supply of and demand for skills.	Spanish Qualifications Framework				
	Intensify the role of the advisory services and structures in promoting lifelong education as a path to equal learning and employment opportunities.	2014-2016 Strategic Plan for Equal Opportunities (the 2018-2021 Plan is currently being drawn up)	Plan for the Promotion of Women in Rural Areas (2015-2018)			

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Bridge the digital divide by preparing people for the digital economy and the newly employment niches of added high-value.	Digital Agenda for Spain (February 2013)	2014-2017 Action Plan to Promote Equal Opportunities for Women and Men in the Information Society	Digital Inclusion and Employability Plan (Contained in the Digital Agenda for Spain)	State Plan for Training Workers in Digital Skills	
2.2. Training and employment	Promote active policies for the unemployed and those with a greater risk of exclusion from the labour market.	<b>European Pillar of Social Rights Principle 4 “Wages”</b>	<b>European Commission Recommendation 2008/867/CE, of 3 October 2008, on the active inclusion of people excluded from the labour market</b>	2017-2020 Spanish Employment Activation Strategy	Annual Employment Policy Plan (Spanish initials, PAPE)	Basic Vocational Training Programme (Spanish initials, FPB)
	Encourage the hiring of people who have greater difficulty finding employment (youth, women after child bearing and rearing, gypsy women, people with disabilities, socially excluded people, homeless people, female victims of gender violence, etc.) by improving their employability.	<b>European Pillar of Social Rights Principle 17 “Inclusion of people with disabilities”</b>	<b>Youth Guarantee</b>	2019-2021 Crash Plan for Youth Employment	2013 National Plan for the Implementation of the Youth Guarantee in Spain	

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Support the less qualified when transitioning between jobs.	2017-2020 Spanish Employment Activation Strategy	Annual Employment Policy Plan (Spanish initials, PAPE)	Digital Inclusion and Employability Plan (Contained in the Digital Agenda for Spain)	State Plan for Training Workers in Digital Skills	<b>European Social Fund Operational Plan for Employment, Training and Education</b>
	Support initiatives to promote entrepreneurship that will lead to quality employment.	<b>European Programme for Employment and Social Innovation (EaSI)</b>	<b>Programme to Support Female Entrepreneurship (Spanish initials, PAEM)</b>			
	Foster the social economy and other forms of solidarity-based economy.	2017-2020 Spanish Social Economy Strategy	<b>European Programme for Employment and Social Innovation (EaSI) - Social Entrepreneurship axis</b>	<b>European Social Fund Operational Plan for Employment, Training and Education</b>		
	Facilitate job mobility and functional mobility.	State Employment Service Occupations Observatory	Annual Employment Policy Plan (Spanish initials, PAPE)	<b>European Social Fund Operational Plan for Employment, Training and Education</b>		
	Reduce the wage gap, especially between women and men.	<b>Programme to Support Female Entrepreneurship (Spanish initials, PAEM)</b>	Plan for the Promotion of Women in Rural Areas (2015-2018)	2014-2017 Action Plan to Promote Equal Opportunities for Women and Men in the Information Society	State Plan for Training Workers in Digital Skills	

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Improve the employment mediation mechanisms, individualised attention and the public-private partnership model, in addition to improving the public employment services.	<b>European Programme for Employment and Social Innovation (EaSI) - Social Entrepreneurship axis</b>	<b>European Social Fund Operational Plan for Employment, Training and Education</b>			
	Promote the implementation of regulations to increase the training provided under training contracts and apprenticeships, to guarantee their quality and improve working conditions.	<b>European Pillar of Social Rights Principle 5 “Secure and adaptable employment”</b>				
	Improve the control over training contracts and apprenticeships, paying special attention to training activities and work experience contracts.	2018-2019-2020 Master Plan for decent work (Inspection)				
	Set up measures to combat precarious employment and ‘false’ self-employment.	2018-2019-2020 Master Plan for decent work (Inspection)				

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Promote reserved market contracts for social initiative placement companies and special employment centres.	2017-2020 Spanish Social Economy Strategy				
	Organise preventive measures against all types of discrimination in employment for reasons of age, sex, disability, gender identity and expression, sexual orientation, ethnic group or religion.	2014-2016 Strategic Plan for Equal Opportunities (the 2018-2021 Plan is currently being drawn up)	2nd Plan for Equality between Women and Men in the General State Administration and its Public Bodies			
3.1. Healthcare	Guarantee the economic, social and political sustainability of a universal, quality, public health system that is free to end-users.	<b>European Pillar of Social Rights Principle 16 “Healthcare”</b>	<b>Royal Decree-Law 7/2018, of 27 July, on universal access to the National Health Service</b>			
	Safeguard the universal coverage of the National Health Service (Spanish initials, SNS).	Strategy to Promote Health and Prevention in the National Health Service (Spanish initials, SNS)				

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Design a pharmaceutical co-payment system that is not a barrier to access to medications, especially for the most vulnerable groups.	<b>Royal Decree-Law 7/2018, of 27 July, on universal access to the National Health Service</b>				
	Promote effective, equitable access to the SNS for the residents of Spain regardless of their criminal, administrative, employment or family status, income, residence, ethnic background, gender, sexual orientation, gender identity and expression or nationality.	Strategy for the Promotion of Health and Prevention in the National Health Service (Spanish initials, SNS)				
	Promote strategies and programmes to improve the health and lifestyle of vulnerable groups: people with disabilities, people with addictions, the Roma population, people infected by HIV, convicts, those formerly in care, people from immigrant backgrounds, the homeless, etc.	2014-2020 Spanish Disability Strategy Action Plan	2012-2020 Spanish Disability Strategy	2011 National Sexual and Reproductive Health Strategy	2015-2020 National Comprehensive Strategy for Homeless People	

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Work on the social factors that affect health in coordination with the social and health services, and with the involvement of the general public, to provide a comprehensive response to the health-related challenges of the most vulnerable groups.	Strategy to Promote Health and Prevention in the National Health Service (Spanish initials, SNS)				
3.2. Support for children and families	Reinforce attention for vulnerable people and families.	<b>European Pillar of Social Rights Principle 11 “Childcare and support to children”</b>	<b>2013 European Commission Recommendation on Investing in Children</b>	<b>Child Guarantee Initiative (currently at the proposal stage)</b>	2013-2016 National Strategic Plan for Children and Adolescents (Spanish initials, PENIA) (a new plan is being drawn up)	2015-2017 Comprehensive Plan for Family Support
	Support families at risk of poverty that have under-age children by making it easier to balance work and family life.	<b>Programme for family protection and attention to child poverty</b>	Joint Plan for the Basic Provision of Social Services in Local Authorities	2013-2016 National Strategic Plan for Children and Adolescents (Spanish initials, PENIA) ( <b>The new Plan is being drawn up</b> )	<b>Law 3/2019, of March 1st, on improving the situation of orphaned children of victims of gender violence and other forms of violence against women</b>	2012-2020 National Strategy for the Social Inclusion of the Roma population in Spain and its 2018-2020 Operating Plan

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Improve early childhood stimulation (through positive parenting programmes, reading support, etc.) for all children, regardless of the family's income level or place of residence.	2013-2016 National Strategic Plan for Children and Adolescents (Spanish initials, PENIA) ( <b>The new Plan is being drawn up</b> )				
	Combat "summer learning loss" through inclusive recreational education programmes with a balanced diet outside the school year.	"Continue Learning" School Holiday Programme (Spanish initials, VECA)				
	Foster the implementation of school canteens (serving breakfast, lunch and/or snacks) that are open to all children and adolescents regardless of the disposable financial resources of their families, to ensure a healthy, balanced diet.					
	Promote comprehensive care for foreign unaccompanied minors.	<b>European Pillar of Social Rights Principle 3 "Equal Opportunities"</b>	2016-2020 Strategic Plan for School Coexistence	2014-2016 Strategic Plan for Equal Opportunities ( <b>the 2018-2021 Plan is currently being drawn up</b> )		

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Promote comprehensive assistance for youth aged out of foster care.	The Youth Institute Network of Youth Information Services (Red SIH-INJUVE) offering help to vulnerable young individuals				
3.3. Social services and dependency	Strengthen the universal public social services system.	<b>European Pillar of Social Rights Principle 15 “Old age income and pensions”</b>	Joint Plan for the Basic Provision of Social Services in Local Authorities			
	Bring about better coordination between the universal public social services system and the public employment services.					
	Improve the systems for generating and processing information on the operation of the universal social services system.					
	Develop the national long-term care and prevention system that is part of the overall social system.	<b>European Pillar of Social Rights Principle 18 “Long-term care”</b>	<b>Law 39/2006, of 14 December, on the Promotion of Personal Autonomy and Care for dependent people.</b>	Joint Plan for the Basic Provision of Social Services in Local Authorities		

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Adapt the long-term care system to fit the ageing population and depopulation.	National Strategy for Active Ageing (in the 2018-2021 Project, adopted by the State Council for Senior Citizens (not yet published)				
	Change the way in which the Fund for European Aid to the Most Deprived (FEAD) operates so as to increase the social intervention and improve the care provided to its beneficiaries.	<b>Fund for European Aid to the Most Deprived 2017 Operational Programme for food aid for disadvantaged people in Spain</b>				
3.4. Housing and urban planning	Care for people and families, especially those with dependent children, who have been evicted or thrown out of their normal home as a result of their socio-economic vulnerability.	<b>European Pillar of Social Rights Principle 19 “Housing and assistance for the homeless”</b>	2018-2021 State Housing Plan	<b>Aid Programme for Rented Housing</b>	<b>Royal Decree-Law 7/2019, of 1 March, on urgent measures for housing and rentals</b>	
	Promote rent support for the most vulnerable people and families.	2018-2021 State Housing Plan	<b>Law 25/2015, of 28 July, on the second chance mechanism, reduction of the financial burden and other social order measures</b>	<b>Aid Programme for Rented Housing</b>	<b>Royal Decree-Law 7/2019, of 1 March, on urgent measures for housing and rentals</b>	

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Bolster the stock of social or affordable rented housing, especially where there is a large gap between market rates and household income.	2018-2021 State Housing Plan	2019 Spanish Urban Agenda	2019 Spanish Urban Agenda		
	Promote free rehousing programmes, the eradication of slums and social support.	2018-2021 State Housing Plan	<b>Programme to promote urban regeneration and renovation</b>	2019 Spanish Urban Agenda		
	Promote measures to reduce homelessness and make it easier for the homeless to gain access to housing.	<b>European Pillar of Social Rights Principle 19 “Housing and assistance for the homeless”</b>	2015-2020 National Comprehensive Strategy for Homeless People			
	Design special measures for the emancipation of young individuals.	2018-2021 State Housing Plan				
	Guarantee basic utilities (electricity, gas, water, and communications) to households with insufficient resources.	<b>Royal Decree-Law 15/2018, of 5 October, on urgent measures for the energy transition and consumer protection</b>	2018-2021 State Housing Plan			

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Combat energy poverty by promoting the discount rate and heating allowance.	2018-2021 State Housing Plan	<b>Royal Decree-Law 15/2018, of 5 October, on urgent measures for the energy transition and consumer protection</b>			
	Promote the refurbishing of houses without adequate living conditions.	2018-2021 State Housing Plan	2019 Spanish Urban Agenda			
	Regenerate the most run-down urban areas.	2018-2021 State Housing Plan	2019 Spanish Urban Agenda	<b>Programme to promote urban regeneration and renovation</b>		
	Combat rural depopulation.	Plan for the Promotion of Women in Rural Areas (2015-2018)	2018-2021 State Housing Plan			
4.1. Organisation of the system and coordination of the services	Constantly analyse the benefits system to improve its organisation					
	Analyse the non-contributory Social Security benefits to increase the coverage.	<b>European Pillar of Social Rights Principle 12 “Social protection”</b>				

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Improve management, collaboration, coordination and communication in the National Employment System.					
	Look in depth at the coordination and joint action between the social and employment services in addition to other services that contribute to social inclusion.	<b>European Pillar of Social Rights Principle 20 “Access to essential services”</b>	<b>European Social Fund Operational Plan for Employment, Training and Education - Social Inclusion Network</b>			
4.2. Regional cooperation	Come to an agreement on the actions among the different regional levels in order to prevent overlapping, while respecting the distribution of powers of the public administrations.					
	Increase the synergies between the regions, discussion and mutual learning regarding how to tackle the problems.					

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
	Foster the coordination and complementarity of the systems to eradicate social exclusion and poverty, as well as complete the map of public benefits.	<b>European Programme for Employment and Social Innovation (EaSI) - PROGRESS axis</b>				
4.3. Cooperation with the European Union	Implement the recommendations on poverty and social exclusion of the European Semester.	<b>2020 Europe Strategy</b>	<b>EUROPEAN SEMESTER-</b>	<b>National Annual Reform Programme</b>		
	Take an active part in opportunities to draft European social policy.	<b>2020 Europe Strategy</b>				
	Improve the effectiveness of the Structural and Investment Funds in combating exclusion, especially child poverty, through a European Child Guarantee system.	<b>European Social Fund Operational Plan for Employment, Training and Education</b>				
	Bolster rights, especially those of children, in line with the European Pillar of Social Rights.	<b>European Pillar of Social Rights</b>				
	Implement the Urban Agenda for the EU.	2019 Spanish Urban Agenda				

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>				
4.4. Collaboration and participation of all the stakeholders	Foster the participation of children and adolescents.	2013-2016 National Strategic Plan for Children and Adolescents (Spanish initials, PENIA) ( <b>The new Plan is being drawn up</b> )				
	Support the Social Action Third Sector in its care and support for the most vulnerable people and groups.					
	Promote dialogue with and participation by the Social Action Third Sector in the design and development of policies.	<b>Law 43/2015, of 9 October, on the Social Action Third Sector</b>				
	Foster dialogue with and the participation of the social interlocutors.					
	Promote dialogue with parliamentary representatives through the corresponding committees.					
	Encourage the participation of companies through corporate social responsibility.	2014-2020 Spanish Strategy for Corporate Social Responsibility				

<b>Objective</b>	<b>Action line</b>	<b>Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes</b>					
	Promote the participation of people affected by poverty and exclusion in the monitoring and assessment of the policies applied.						
4.5. Information, knowledge, social innovation and transparency	Further the knowledge of social problems and needs and the efficiency of the system in responding to them.						
	Foster learning, innovation and knowledge transfer.	<b>European Programme for Employment and Social Innovation (EaSI)</b>					
	Set up a plan to assess the Strategy that includes specific activities or assessments regarding the design, implementation and results of each measure and of the measures as a whole.						

Objective	Action line	Correlation with the social pillar, EU recommendations, legislation, plans, strategies and programmes				
	Develop statistical analysis tools to identify accurately the situations of need that require public action, by improving coordination between employment and social policies.					



GOBIERNO  
DE ESPAÑA

VICEPRESIDENCIA  
SEGUNDA DEL GOBIERNO

MINISTERIO  
DE DERECHOS SOCIALES  
Y AGENDA 2030

[www.mscbs.gob.es](http://www.mscbs.gob.es)