

# National Action Plan on Social Inclusion for the Kingdom of Spain 2013-2016



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# National Action Plan on Social Inclusion for the Kingdom of Spain 2013-2016



GOBIERNO DE ESPAÑA MINISTERIO DE SANIDAD, SERVICIOS SOCIALES E IGUALDAD



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# I. Introduction

The National Action Plan on Social Inclusion 2013-2016 (PNAIN) has been prepared in response to the Spanish Government's will and resolve to move forward with the defence of the Welfare State, to ensure its sustainability and viability by taking steps to modernise the social protection system. In this way, it will provide a response to poverty and social exclusion related needs that have been exacerbated thanks to the economic crisis, all under the framework of the European Union targets set in the Europe 2020 Strategy for smart, sustainable and inclusive growth.

Given that the previous Social Inclusion Plan covered the period of 2008 to 2010, the approval of this new plan was as urgent as it was necessary. Since the conclusion of the last Plan, and precisely at the time when the crisis culminated, no other instrument of this type had been advocated.

The PNAIN 2013-2016 takes into account the achievements of prior Social Inclusion Plans, but while being particularly dedicated to improving the approaches taken, weak points and, above all, adapting itself to a new socio-economic context and European reference framework.

Effectively, the Europe 2020 Strategy's targets include the reduction (by 2020) of the almost 20 million EU citizens at risk of poverty and social exclusion. In Spain's transposition of this overall target to domestic level, it quantified this reduction at between 1.4 and 1.5 million people at risk of poverty and social exclusion across the period of 2009-2019. This target has been upheld in the 2013 National Reform Programme (NRP).

However, the PNAIN 2013-2016 also includes actions in support of the fulfilment of other Europe 2020 Strategy targets which will in some way help to reduce poverty and social exclusion. This is the case for its number one target, on employment –namely the achievement of a general employment rate in Spain of 74%, and 68.5% for women, and its number four target, concerning education, with the commitment undertaken in Spain to reduce early school leaving to 15% and achieve higher education for at least 44% of those aged between 30 and 34 years.

Along these lines, and with a view to meeting the targets set by the Europe 2020 Strategy, the PNAIN 2013-2016 incorporates and follows the

European Council's Recommendation on Spain's 2013 National Reform Programme<sup>1</sup>, specifically recommendation no. 6:

“Adopt and implement the necessary measures to reduce the number of people at risk of poverty and/or social exclusion by reinforcing active labour market policies to improve employability of people further away from the labour market and by improving the targeting and increasing efficiency and effectiveness of support measures including quality family support services”.

Additionally, although not quite so directly, the Plan considers certain actions in line with recommendation no. 5, on youth employment, strengthening education and training for the labour market, and reducing early school leaving<sup>2</sup>.

Lastly, the Plan also appropriates the recommendations of the “Social investment package for growth and cohesion”<sup>3</sup> which urges Member States to make their social expenditure more efficient and effective, promoting best practices and offering a guide for social investment.

Aside from this and the particular alignment of the PNAIN 2013-2016 with European policies and success of the Europe 2020 Strategy, ultimately the Plan was created with the hope of contributing to a more egalitarian society, where people (particularly minors) have their basic needs covered, and where everyone may freely and responsibly make their own life choices.

However, far from inching closer to this target, the current global economic crisis (which Spain has not yet fully escaped) has brought substantial hindrances in this respect, with the consequences largely affecting the most vulnerable. As such, it can be seen that AROPE rates<sup>4</sup> have risen in recent years; in 2008, 24.5% of the population were at risk of poverty and social exclusion, whereas in 2012 this figure rose to 28.2%, and then dipped slightly to 28.0% in 2013 and equates to 13 million people at risk of poverty and ex-

<sup>1</sup> Council recommendation on Spain's 2013 national reform programme and delivering a Council opinion on Spain's stability programme for 2012-2016. COM(2013) 359 final, Brussels, 29.05.13

<sup>2</sup> Recommendation number 5 of the Council on Spain's 2013 national reform programme: “Implement and monitor closely the effectiveness of the measures to fight youth unemployment set out in the Youth Entrepreneurship and Employment Strategy 2013-2016, for example through a Youth Guarantee. Continue with efforts to increase the labour market relevance of education and training, to reduce early school leaving and to enhance life-long learning (...)”.

<sup>3</sup> Communication from the Council, the European Economic Committee and the Committee of the Regions. *Towards Social Investment for Growth and Cohesion – including implementing the European Social Fund 2014-2020*. COM (2013) 83 final. Brussels, 20.2.2013

<sup>4</sup> The AROPE indicator (“At Risk of Poverty and/or Exclusion”) is used by the European Union as a measure of the targets and achievement in poverty and social exclusion.

clusion<sup>5</sup>. Those under the age of 18 are particularly affected by this phenomenon, for whom the AROPE rate rose to 33.8% in 2012. In this way, one may see that child poverty, greatly linked to the rising unemployment of parents and limited social protection, has spread and runs the risk of becoming a chronic, inter-generational affliction.

Yet the economic crisis and the structural changes that have taken place in the economy have also caused the dispersion of poverty and exclusion profiles. The prevalence of certain profiles as groups at risk of poverty and social exclusion, the consolidation of less traditional profiles such as the “in-work poor”, victims of the precarious nature and segmentation of labour markets, as well as the appearance of new profiles of the poor, those who have lost their jobs and face serious obstacles to accessing basic goods and services, are all plain to see. All this is proof of a change which carries the danger of transitioning from a temporary circumstance into a structural problem of social exclusion, due to lack of income and economic poverty.

One of the most flagrant manifestations of these scenarios and of the shortcomings created has been the considerable increase in the total number of beneficiaries (direct and their dependents) of minimum insertion incomes, rising 59% in amount between 2008 and 2012, and 94% in expense<sup>6</sup>.

As such, this Plan sets its target population as not just the traditional profiles of poverty and social exclusion, but also the problems relating to those who hover around the relative poverty threshold, in a precarious situation of being in and out of poverty at the mercy of factors such as employment status. Prevention and intervention are two key strategies to pursue a more effective, more efficient policy to fight poverty and social exclusion.

Although it is true that economic progress has been disadvantageous to intensified, prolonged and often chronic situations of risk, it is no less true that even in boom periods, public policies have not met their intended targets. Effectively, the problems afflicting the most vulnerable have not been alleviated, partly due to their difficulty and complexity, and partly due to the shortcomings of public policy. By way of example, this is the case of the lack of adequacy detected in protection systems (employment, social services, education, health and housing) to labour insertion targets, with emphasis instead being heaped on economic welfare benefits, or the lack of real and effective coordination among the various public services. This necessarily calls for the need to improve policy.

<sup>5</sup> Source: National Statistics Institute (INE), Living Conditions Survey, provisional 2013 data. The INE has reviewed a whole series of data from 2004 with new data provided by the 2011 Census. Data on poverty and/or social exclusion from this document is the reviewed data unless indicated otherwise. 2013 data is provisional.

<sup>6</sup> Ministry of Health, Social Services and Equality. *Informe de rentas mínimas 2012*. Madrid.

## The strategic focus of the PNAIN 2013-2016: active inclusion as the central pillar

Definitely, the Plan follows the active inclusion strategy advocated by the European Commission, a strategy that comes at a particularly opportune moment.

Active inclusion as a structural pillar of the PNAIN 2013-2016 comes as a response to a multi-dimensional concept of poverty (lack of resources to meet basic needs) and social exclusion (the progressive loss of integration or participation of people in society and different economic, political and social settings). Not all poor people are socially excluded, nor are all the socially excluded poor. By way of example, an unemployed person without economic resources is not necessarily excluded, but is suffering an economic and employment problem that can be resolved by providing the appropriate resources or mechanisms. It would a different situation were the individual in long term unemployment, since such a situation can lead to a number of exclusion-associated repercussions (loss of home or work permit, social stigma, etc). This is certainly a complex and multi-cause phenomenon which much be approached with a “holistic” strategy, as is the active inclusion strategy, which aims to promote the social insertion of those most excluded from the labour market, and strive for their activation. Doing this requires perfect coordination between employment policies and social policies.

In this context, the social inclusion strategy is based on three common pillars:

- Active policies for a more inclusive labour market, aimed at those facing the most barriers to access.
- Assistance via minimum income policies that assure basic needs are covered.
- Access to quality public services.

The active inclusion challenge entails moving past other strategies that only partially focus on the exclusion and poverty problem, such as those exclusively directed at the labour market, or purely assistance based policy. Yet this new strategy aims to combine labour insertion with the support for the most disadvantaged groups by maintaining social protection levels that allow people a decent standard of living and greater social and economic cohesion.

Accordingly, despite being aimed at persons on the outskirts of the labour market, the active inclusion focus is entirely complementary to the so-called “flexigurity”. It is what could be defined as “active social assistance”,

inssofar as it offers personalised pathways towards employment and protects those unable to work in order that they may have a dignified life, contributing to society in whatever way they can. Along this line, active inclusion and its three pillars are complemented with further measures designed to cover the specific needs of certain vulnerable groups requiring more specific intervention.

However, as the PNAIN 2013-2016 undertakes to do, active inclusion has the added value of creating synergies, transcending merely the accumulation of employment policy, social policy and adding improved coordination between all level of government and public and private agents involved. The Plan attempts to push towards a real active inclusion strategy which effectively and efficiently coordinates measures to foster labour inclusion with income guarantee, facilitating a poor and excluded person with the triple right to labour activation, economic benefits that do not discourage employment (which would only increase the number of people dependent on the system) and, finally, access to quality public services.

## The fight against child poverty: a priority for the PNAIN 2013-2016

The PNAIN 2013-2016 also responds to the pressing problem of child poverty which, as has been indicated already, has worsened greatly as a result of the economic crisis. As such, the fight against child poverty has become one of the greatest priorities in the PNAIN 2013-2016, one of the key purposes of which is to foster the wellbeing of children at risk of or in a situation of social exclusion, thus avoiding the inter-generational passing on of poverty and the loss of human capital.

The need to respond to child poverty was the reason for the creation of a dedicated working group on child poverty, under the framework of the Childhood Observatory and including representatives of various Ministries of the State General Administration<sup>7</sup>, Regional and Local Administration as well as childhood associations<sup>8</sup> and other experts. The working group puts a spotlight on the current child poverty scenario and proposes content for inclusion in the PNAIN 2013-2016.

<sup>7</sup> Ministry of the Presidency, Ministry of Employment and Social Security, Ministry of Health, Social Services and Equality, Ministry of the Economy and Competition, and Ministry of Education, Culture and Sport.

<sup>8</sup> Platform of Childhood Organisations, Cáritas Española, Aldeas Infantiles SOS, Federation of Associations to Prevent Child Abuse, the Spanish Red Cross and UNICEF Spain.

Likewise, the child poverty target does not only respond to a one-off need, but must be linked to the European Commission Recommendation of 20 February 2013: “Investing in children: breaking the cycle of disadvantage”<sup>9</sup> which establishes a common European framework to fight against this phenomenon.

Specifically, the fight against child poverty relies on the following three points:

- Access to suitable resources and home support, including supporting the participation of parents in the labour market, allowing for greater work, family and personal life balance as well providing suitable income in harmony with social benefits.
- Access to quality services, proposing investment in early childhood education and care to reduce inequalities, and the development of education systems that make an impact on equal opportunities; prevent health inequality through early intervention; provide suitable housing and a risk-free environment, and foster social services that protect children and support their parents.
- Child participation, with suggestions to support the inclusion of children in social, cultural, play and civic activities, as well as establishing mechanisms to ensure their implication in decisions that affect their lives.

The PNAIN has taken on the European Commission Recommendation and sets child poverty as the cross-cutting target throughout the Plan. It does so partly in response to the very nature of this multi-dimensional phenomenon, but also due to the unquestionable fact that child poverty is unequivocally tied to poverty of the parents. It is clear that when parents and main income earners lose their job, this has a clear impact on child impoverishment. Consequently, child poverty is included in the areas benefiting from the active inclusion strategy of the Plan; in fact, the three strategic points indicated above aimed at fighting child poverty are closely linked to those defined in the active inclusion strategy. In any case, this should not prevent specific, dedicated actions being considered for the fight against child poverty, and to avoid situations in which children are not having their basic needs met. In this sense, and given the cross-cutting nature of child poverty, measures specifically aimed at the most vulnerable groups will also be applicable for under 18 year olds.

The importance given to the implication of children themselves cannot be underestimated, since children are becoming their own protagonists in

<sup>9</sup> COM (2013) 778 final, de 20.2.2013

policy matters, and this can be seen in the governance of the PNAIN 2013-2016.

## Preparation and execution of the PNAIN 2013-2016

The Ministry of Healthcare, Social Services and Equality, via the Secretary of State for Social Services and Equality, has led the preparation process and has advocated more active, direct coordination of implicated parties. In the preparation of the PNAIN 2013-2016, the various Public Administrations' policy and actions models and the decentralisation of social inclusion and protection responsibilities were all taken under consideration. Participating in this process are the General State Administration (via the Ministries involved), Regional Administrations, Local Administrations via the State Federation of Towns and Provinces (FEMP in its Spanish acronym), NGOs, and the Socio-Economic Council (CES in its Spanish acronym)..

Through this process, which has included all the above protagonists, the PNAIN 2013-2016 sets itself up as an instrument for the State to combat poverty and social exclusion, using public administrations to implement the resulting actions.

It is likewise important to highlight the gender perspective in the approach taken to these actions proposed.

The execution of the PNAIN 2013-2016 will take place during the budget years of 2013, 2014, 2015 and 2016.

### Structure of the PNAIN 2013-2016

The PNAIN 2013-2016, as a key instrument to fight against poverty and social exclusion, hinges on a collection of strategic and operative targets structured into two chapters: a general one and a more targeted one:

1. The first, general chapter contains three strategic targets linked to the pillars of active inclusion:
  - *Strategic target 1:* Drive forward inclusion by finding employment for the most vulnerable.
  - *Strategic target 2:* Guarantee a benefits system that allows those with special needs to be economically supported.
  - *Strategic target 3:* Guarantee the provision of basic services to the whole population, with particular focus on the most disadvantaged groups, particularly for social services, education, healthcare, and housing.

2. The second chapter refers to specific groups that require specific, differentiated actions that, due to their very nature, are not accommodated by active inclusion's priority targets. These groups are considered to be: the homeless, the disabled, the elderly, the dependent, immigrants, women who are victims of gender violence, the Roma population, victims of discrimination due to race, ethnicity, sexual orientation and gender identity, persons with addiction problems (drugs, alcohol, gambling, etc) and prisoners or former prisoners.

In addition to these targets and actions, which are the core of the PNAIN, it contemplates four other cross-cutting elements concerning diagnosis, preparation, quantifying and evaluation.

- *Diagnosis of the status of poverty and social exclusion in Spain:* spanning an in-depth analysis that, on the one hand, defines the PNAIN challenges and, on the other, reveals the starting point from which to later perform an evaluation.
- *Governance:* this includes a description of the preparation process, based on a participative methodology fostering social dialogue as well as commitments aimed at strengthening public-private collaboration and, in particular, bolstering the Social Action Third Sector and Corporate Social Responsibility. This is further complemented by a monitoring and evaluation system.
- *Budget estimate:* this includes the estimate of funds earmarked for the implementation of the PNAIN 2013-2016 and guaranteeing its viability.
- *Evaluation indicators:* as essential elements to determine whether the Plan meets poverty and social exclusion targets.

Lastly, it must be pointed out the Plan continually and exhaustively tackles the child poverty and social exclusion reduction target, given the multi-dimensional character of this phenomenon.

## Importance of Structural Funds

Structural funds and, specifically, the European Social Fund (ESF) have been instrumental in improving the social inclusion of the population's most vulnerable groups and fostering equality and the eradication of discrimination in access to employment, education and training.

In the current 2007-2013 financial framework, the contribution made by the ESF in the fight against poverty and social exclusion has been poured

into programmed resources within the Core 2 on fostering employability, social inclusion and equal opportunities between men and women, to which 56% of ESF help in Spain is currently dedicated (5.82 billion euros of ESF assistance). Within this Core, various priority issues are programmed and it must be taken into account that Core 2 is included within priority issue 66, on active prevention measures in the labour market, which contains the majority share of resources (4.474 billion euros) destined to fostering employment and not necessarily social inclusion. Accordingly, currently the ESF in Spain dedicated 1.345 billion euros to priority issues linked to fostering social inclusion and the fight against poverty, representing around 17% of the ESF programmed resources in Spain for the period of 2007-2013.

These resources have been programmed both through the 19 regional operative programmes (one per Autonomous Region and City) and via the Pluri-regional Operative Programme against Discrimination. On 31 December 2013 (last available data), expenditure for Core 2 (excluding priority 66) in all Programmes was certified before the Commission at 577 million euros of ESF assistance. Of this certified assistance, more than 325 million euros of ESF help have been invested in specific measures to increase participation by immigrants in the working world, thus reinforcing their social integration, and in integration and reintegration pathways for disadvantaged people into the labour market, as part of the fight against discrimination of access to and advancement into the labour market and the promotion of diversity at work (priority issues 70 and 71 respectively).

The programming of the 2014-2020 financial period for the European Union social cohesion policy is closely linked with the Europe 2020 strategic targets. Specifically, the ESF particularly contributes to three of these targets, namely employment, education and the reduction of poverty and social exclusion, through the thematic targets created to such end. With a view to contributing to the target of reducing poverty and social exclusion in the European Union for 2020, a thematic target is set to foster social inclusion and the fight against poverty. According to the EU rules currently being negotiated, the ESF shall dedicate at least 20% of each country's designated provision to this thematic target. The investment priorities of this would be:

- Active inclusion.
- Integration of marginalised communities (with express reference to the Roma population).
- The fight against discrimination for reasons of gender, race or ethnic origin, religion or credence, disability, age or sexual orientation.
- Access to accessible, sustainable and quality services, including healthcare and social services of general interest.
- Fostering of social economy and social companies.

- Local development strategies undertaken by local communities.

The organisation of the Regional Operative Programmes and the National Operative Programme to Foster Social Inclusion will be continued for the programming of this thematic target and its corresponding investment priorities in Spain.

Conversely, it should be highlighted that in this new programming period, the driving and support of social inclusion from the European Union has been even stronger due to the new European Regional Development Fund (ERDF) recognising for the first time that “social inclusion and the fight against discrimination” are among the investment priorities, explicitly mentioning support for de-institutionalising the disabled, and for social enterprise.

Likewise, Regulation on Common Provisions allow for the possibility of developing multi-fund programmes, particularly between ERDF and ESF, under the target “investment in growth and employment”. This integrated vision of the Funds’ actions is geared towards optimising not just the results of their actions, but also their joint response to thematic targets and forecast investment priorities, above all in relation to active inclusion and the fight against poverty.

Lastly, the creation of the Fund for European Aid to the Most Deprived is worthy of mention, aimed at alleviating the needs of the most vulnerable people in society suffering from extreme poverty, who are excluded from the labour market and cannot benefit from the European Social Fund’s social inclusion measures. This new Fund will provide nutritional assistance together with accompaniment measures to improve social inclusion.

Faced with the described panorama, this PNAIN 2013-2016 is conceived in the direction set by the European cohesion policy and directly relies on European recommendations and guidelines, with adaptation for local peculiarities. In fact, as has been indicated previously, the strategic focus of this Plan is based on active inclusion, in line with the recommendations of the European Commission to fight poverty and social exclusion.

Depending on its approach, the PNAIN 2013-2016 may become a fundamental tool to achieve the Europe 2020 Strategy targets. It is for this reason that it does not merely adopt this challenge, but looks to European funds to achieve it. As such, the most striking manifestation of the Plan’s posture is that a large part of the actions it contemplates will be co-financed with ESF, ERDF and FEAMD funds.

## II. Diagnosis of the status of poverty and social exclusion in Spain

### 1. Current situation and progress. AROPE rate: components and profiles of poverty and social exclusion

To measure the population at risk of poverty and social inclusion, the Plan has used the **AROPE** (*At Risk of Poverty and/or Exclusion*) indicator<sup>10</sup> proposed by the European Union<sup>11</sup> as a measure of poverty and social exclusion targets and achievements. This indicator was conceived with a multi-dimensional poverty and social exclusion perspective, for which reason it comprises three sub-indicators:

1. The at-risk-of-poverty rate that measures income is the principal factor within the AROPE, representing between 60% and 65% of the indicator<sup>12</sup>.
2. Severe material deprivation that considers possibilities for consumption; this represents around 11% of the AROPE indicator.
3. Low work intensity in households, representing around 25% of the indicator.

The AROPE population would thus be formed of those living in households that coincide in at least one of the three following circumstances: at risk of poverty, suffering severe material deprivation and/or with low work intensity.

The AROPE rate slowly but continually dropped between 2004 and 2008, reaching a rate of 24.5% – half a percentage point lower than in 2004. However, the trend towards reducing the number of those at risk of poverty and/or exclusion has changed during the course of the economic crisis.

<sup>10</sup> The source of the data used is Eurostat, except where the Living Conditions Survey of the National Institute of Statistics (INE) is used.

<sup>11</sup> Except where an express nuance is made, references in the text to the European Union refer to the 27 Member States.

<sup>12</sup> The weightings of each sub-indicator are determined by the definition given by the European Union itself of the AROPE.

The AROPE rate rose between 2008 (24.5% of the population) and 2012 (28.2%), but in 2013 began to drop (28%) in accordance with 2012 data provided by the INE Living Conditions Survey<sup>13</sup>.

The negative progress described has meant that, in 2012 the number of people in Spain at risk of poverty and social exclusion reached 13.1 million people – a figure which in 2008 was 11.1 million people. These figure shows the challenge posed in the fight against poverty and social exclusion in Spain, which must attend and respond to 2 million people more now than in 2008.

From a comparative point of view, poverty and social exclusion throughout the crisis has been much more severe in Spain than in the European Union as a whole. The AROPE rate in the European Union in 2008 was 23.7% (just above that of Spain) and, although it has risen since then, the rise has been much slower than that experienced in Spain (1.3 percentage points between 2008 and 2012, compared to 3.7 in Spain in the same period). The data is illustrative of the particular intensity of the crisis suffered in Spain, and highlights the huge challenge to meeting the Europe 2020 targets to reduce the number of people at risk of poverty and social exclusion (between 1.4 and 1.5 million people between 2009 and 2019).

## 1.1. The defining components of poverty and social exclusion

The population at risk of poverty

As has been indicated, the at-risk-of-poverty rate measures the percentage of people living in households below the poverty threshold, which is defined as income below 60% of the national median equivalised income in consumption units.

***Today, just over one in five persons in Spain lives below the poverty threshold. In total, this amounts to nearly 10.3 million people (nearly one million more than in 2008 – when the crisis began).***

In recent years, this rate in Spain has risen significantly, from 20.8% in 2008 to 22.2% in 2012, a similar level to that of 2011, meaning that 10.3 million people live below the poverty threshold, and 800,000 more than in 2008.

<sup>13</sup> Source: INE (2013). *Living Conditions Survey*. Data from 2013 is provisional. The INE has revised the whole series of data from 2004 with new data from the 2011 Census. Except when indicated to the contrary, data on poverty and/or social exclusion in this document refers to the revised data. Data from 2013 is provisional.

This trend in Spain is far removed from the EU average, where the poverty risk rate has risen very moderately (from 16.5% in 2008 to 17.1% in 2012).

***Poor people in Spain are “poorer” because, due to the economic crisis, the benchmark poverty threshold has lowered (from 7,700 euros in 2009 for a single person, to just below 7,200 euros in 2012).***

- As is well known, the at-risk-of-poverty rate is of a relative nature, due to identifying those living in households with income below a certain threshold as poor, which is normally set at 60% of median income, but not taking into account if this threshold allows minimal levels of subsistence/wellbeing to be reached and maintained.
- The Spanish population currently lives with a lower average income than in 2008; according to data of the Living Conditions Survey, average annual net income per consumption unit was 14,214 euros in 2008 and 13,885 euros in 2012. As such, average income has dropped since 2008 (2.3% between 2008 and 2012), while the cost of living has risen (by approximately 10%).
- The drop in average and median income has led to the poverty threshold having dropped from 7,800 euros in 2009 for a single person, to just over 7,200 euros in 2012, in nominal terms. The predictable effect is the exit from (relative) poverty for those individuals and households with incomes close to the (falling) poverty threshold, i.e. a drop in the at-risk-of-poverty rate (particularly for low but stable income groups) despite the general impoverishment that is causing the country’s general drop in income.

***Additionally, severe or intense forms of poverty have exacerbated. In recent years the number of households with no income whatsoever has doubled (more than 600,000 in 2012), with more than 4.5 million people living in severe poverty (40% of median income)<sup>14</sup>.***

- The number of households with no income whatsoever (remunerated work, unemployment or social security benefits) has gone from 2.12% in 2007 to just more than 3.5% at the end of 2012 (data from the Active Population Survey). This means that 630,000 households currently survive with no income, which is more than double those in 2007.

<sup>14</sup> Most recent data available in this section is prior to the revision of data carried out by the INE with the 2011 Census 2011.

- The most severe forms of poverty have risen very sharply in Spain. In 2008, 6.8% of the population has income below 40% of median income, which was a very high percentage with respect to the European Union (5.2%). By 2011, 10.1% of people were living under the cited income threshold (5.7% in the European Union). This means that just more than 4.6 million people live in this kind of severe poverty, 1.6 million more than in 2008.

***Child poverty affects just over 2.2 million children in Spain; 300,000 more than in 2008. Additionally, a greater number of poor children also suffer more severe poverty than a few years ago. The gap between Spain and the EU has broadened.***

- The spread of child poverty in our country was a proven fact even before the onset of the crisis. In 2008, 28.2% of children lived below the poverty threshold, which is far above that of the EU (20.4%). In 2012, the child poverty risk rate reached 29.9% in Spain, a 1.7% rise from 2008. In the EU, the rise in this rate between 2008 and 2012 was half of that in Spain (0.8%).
- UNICEF's 2012 report<sup>15</sup> shows the seriousness of the crisis' impact on children: "there are more poor children" (2.2 million 2011 – 300,000 more than in 2008), and that "they are poorer" (due to the drop in income threshold taken into account to measure poverty risk), the "intensity of poverty is also high and growing" (13.7% of children in Spain live in households with an income level below 40% of the median – four percentage points above that registered in 2008) and this "is becoming more persistent" (greater rate and increase of chronic poverty among children).

***The contribution of social transfers (excluding pensions) to the reduction in child poverty in the European Union is double that recorded in Spain.***

- The shock absorber provided by social transfers<sup>16</sup> is clear when comparing the before and after poverty rate in this respect. For the resident population in Spain as a whole, the poverty rate prior to social transfers (including retirement and survivors pensions) was

<sup>15</sup> UNICEF (2012). *La infancia en España 2012-2013*. UNICEF Spain.

<sup>16</sup> Social transfers refer to the payment made by Public Administrations to households in exchange for no monetary consideration and include pensions, unemployment benefits, family aid, housing aid, etc.

44.8% in 2011, 23 percentage points higher than that recorded after accounting for social transfers (21.8%). These transfers drastically reduce the risk of poverty among the over 65 year olds (63 percentage points in 2011), which is logical due to the central character of pensions as a source of income for the elderly, in contrast to the population aged between 16 and 64 years, who essentially depend on work income<sup>17</sup>.

- However, it also must be stressed that, despite not being the main source of income, pensions provide a protective effect to the rest of population. All data appears to show that the current pension system is not only a means of insurance, but also and principally has a redistributive role with a duplicate effect and use among families. In this sense, family structure in Spain means that, in some cases, pensions finance the whole family unit and thus indirectly help to reduce poverty among the young population.
- Besides this, the reduction of poverty as a result of the protection provided by social transfers, taking into account retirement and survivors pensions, is higher in the EU than in Spain. Effectively, the at-risk-of-poverty rate prior to all social transfers in 2001 was 44% in the EU, which equates to a reduction of 27 percentage points (to 16.9%) thanks to such transfers – four more points than in Spain.
- On the other hand, it would be pertinent to analyse the difference between poverty rates before and after social transfers excluding pensions for the over 65s, considered in this case as an original income and not a social transfer. In this way, the reduction effect of social transfers on certain population groups (particularly the young) can be studied. Disparities between Spain and the European Union in this respect are also striking. Prior to the contemplated social transfers, the child and adolescent populations (under 18 year olds) faced a risk of poverty in Spain of 32.8%, and a risk in the European union of 32.8% (definitive 2012 data). Once income from social transfers (excluding pensions) is included, the reduction in child poverty is much greater in the European Union (7.7 percentage points, to 25.1%), than in Spain (2.9 percentage points, to 33.9%). In other words, social transfers are more effective at reducing child poverty in the EU as a whole than in Spain.

***“Imputed rents” in households owning their own property show a slightly less dire panorama with respect to the spread of poverty in Spain, which in***

<sup>17</sup> Due to availability of data, all that indicated in this paragraph is prior to the revision by the INE Living Conditions Survey.

***2012 affected 19.7% of the population (22.2% without imputed rent). However, there are indications of these rents compensating less, possibly due to the high number of families that have lost their home in the last few years.***

- In countries such as Spain, which stands out for its high number of home owners, poverty data must be studied whilst taking into account how property ownership (or otherwise) affects income. In order to do so, the at-risk-of-poverty rate is calculated to include so-called imputed rent which, unlike the conventional calculation, includes the amount of the home's imputed rent which represents the money saved on real rent that would otherwise be paid by the homeowner at market price.
- When considering the impact of home owning on income, there is a noticeable and predictable drop in the poverty rate in Spain. Between 2008 and 2011, the poverty risk rate was 3.5 percentage points higher than the rate calculated with imputed rent. Therefore, in 2012 the at-risk-of-poverty rate dropped from 22.2% to 19.7% of the population, which offers a slightly less negative outlook of the spread of poverty in Spain.
- Provisional data from the 2013 Living Conditions Survey shows a slight change in the relationship between poverty rates with and without imputed rent. As has been commented, in prior years the difference between one and the other held steady at three percentage points. In 2012, the poverty rate dropped two percentage points due to the imputed rent – one percentage point less than in 2010.

***In recent years there has been a very sharp rise in the inequality of income distribution. In 2012, the top 20% of income earners recorded income that was 7.2 times higher than the bottom 20% of income earners (5.7 in 2008).***

- The Gini Index<sup>18</sup> went from 31.2 in 2008 to 35 in 2012, i.e. a 12% rise in just three years.
- The income S80/S20 distribution indicator<sup>19</sup> has also grown considerably. This indicator is the ratio between the total available equiv-

<sup>18</sup> The Gini index measures the extent that income distribution among individuals or households within an economy is removed from a perfectly fair distribution. The closest to 100, the greater the concentration of income; the lowest to 0, the more fair the distribution of income. The value 0 represents perfect equality (all citizens of a country having the same income), while 100 represents total inequality (only one individual holds all income).

<sup>19</sup> The relationship of quintiles or the S80/S20 relationship is the measure of inequality of income distribution. It is calculated as the proportion of total income received by the 20%

alised income of the 20% of the population with the highest income, and the income of the 20% of the population with the lowest. The indicator has gone from a value of 5.7 in 2008 (the highest quintile income was 5.7 times higher than the lowest quintile) to 7.2 in 2012.

## Material deprivation

Poverty is not only connected with household income, but also consumption possibilities. The AROPE rate allows for this aspect of poverty and social exclusion via a **severe material deprivation** sub-indicator. The population suffering severe material deprivation rose by 1.3 million people between 2008 and 2012. In percentage terms, this group has gone from representing 3.6% of the population to 5.8% in 2012, entailing a 2.2% increase. **In the European Union, severe material deprivation has grown somewhat less in this period, and is appreciably higher than in Spain (8.5% of the population in 2008 and 10.2% in 2012).**

*Households' consumption restrictions have seen a sharp increase in 2012 compared to the previous year. Just over 7.7 million people suffered material shortcomings in 2012 (16.4% of the population), entailing an increase of 1.8 million people in this situation in a single year. 33% of the population experiences difficulties or great difficulties in making ends meet.*

- Most recent data from the INE Living Conditions Survey suggested that in 2012 constrictions on consumption in households rose very sharply. In accordance with the material shortcoming indicator<sup>20</sup>, 18.2% of the population as a whole suffered this shortcoming in 2013: this entails an increase of 4.4 percentage points with respect to 2012, a figure which is without precedent since the beginning of this indicator. As a whole, the population in Spain has seen material shortcomings affecting 8.5 million people in 2012.
- Persons experiencing difficulties or great difficulties in making ends meet represented 31.9% of the population in 2008, compared to 38.7% in 2013. Following the drop seen in 2011 (29% of the popu-

of the population with the highest income (the top quintile) to that received by the 20% of the population with the lowest income (bottom quintile).

<sup>20</sup> Material shortcoming is the proportion of the population that lives in households that cannot afford at least three of the following seven things: 1) to go on holiday for at least one week per year; 2) one meal of meat, chicken or fish at least every second day; 3) maintaining the home at an adequate temperature; 4) ability to assume unforeseen costs; 5) paying expenses relating to the main home on time (mortgage or rent, utilities, building community charges...) in the last 12 months; 6) having a car; 7) having a personal computer.

lation), in 2012 and 2013 the number of people suffering difficulties rose sharply. In short, provisional 2012 results of the Living Conditions Survey show that, between 2008 and 2013, the percentage of persons with difficulties or great difficulties making ends meet rose 6.8 percentage points.

***Severe material deprivation affected 2.7 million people in Spain in 2012, having risen by just more than one million people since 2008. Restrictions on consumption become apparent when unforeseen expenses arise (40.9% of households could not meet these in 2013. Particularly noticeable due to effect on exclusion are the problems families suffer to pay rent or a mortgage (9.2% of households are unable to). This poverty and social exclusion indicator also puts children and teenagers among the most affected, showing the differential impact of the crisis in households with minors.***

- Severe material deprivation (persons who live in households that cannot assume four of more consumption items of a total of nine) affected 2.7 million people in Spain in 2012. This figure was 1.6 million persons in 2008 (one million fewer than in 2012). In relative terms this means that 5.8% of the population suffered these consumption limitations in 2012 (2.2 percentage points more than in 2008).
- The rate in Spain is low compared to the European Union, where 10.2% of the population suffered this aspect of poverty and social exclusion in 2012. However, there is a high percentage of the population in Spain with obstacles in accessing certain items, including the inability to be able to assume unforeseen expenses (affecting 40.9% of households in 2013). Additionally, 9.2% of households cited inability to pay rent, mortgage or bills.
- Children and adolescents suffer severe material deprivation in Spain and the European Union generally to a greater extent than the general population (7.6% of minors in 2012, 2 percentage points more than the total population). This is demonstrative of a fact that has already been highlighted – of the particular impact of the crisis on households with children compared to households on the whole. It is largely due to the higher differential impact of recent drops in salary income (due to unemployment and salary moderations) and rising taxes (above all indirect taxes) on purchase and savings capacity for families with children, compared to families without children.

## Low work intensity

Lastly, the measure of poverty and social exclusion is completed with reference to employment, due to the need to have employment in order to have life opportunities and a source of income for access to certain goods and services. The indicator of **low work intensity per household (LWIH)** shows the number of persons of working age in a household and those that effectively work, calculated via the ratio of the number of months worked by all household members (from 18 to 59 years of age, excluding students aged between 18 and 24 years) and the total number of months that these household members could possibly work<sup>21</sup>. The indicator includes persons living in households with work intensity below 0.2.

The economic crisis and, as a result, high levels of unemployment recorded, have led to a very significant rise in the number of homes in this situation. Therefore, between 2008 and 2012 the number of persons living in households with low work intensity doubled, amounting to a total of 5.1 million people in 2012. In relative terms, the percentage of LWIH went from being 7.3% in 2008 (some 2.2 percentage points lower than that of the European Union) to 14.8% in 2012 (exceeding that of the European Union by 4.2 percentage points).

The issue of employment shall be explored in greater detail in what follows.

## 1.2. Different profiles of poverty according to the AROPE indicator

This section presents an analysis of the AROPE indicator broke down by gender, age, etc. This indicator is considered essential to fine tune the poverty and social exclusion diagnosis and identify the key challenges in fighting this social problem. In short, it can be said that poverty and social exclusion in Spain most acutely affects: children, the non-EU foreign population, the unemployed and inactive, adults with no more than basic studies (and the children who live with them), and the residents of the Autonomous Regions and Cities of Ceuta and Melilla, located in the southern half of Spain.

***According to the AROPE data, poverty and social exclusion currently affect men and women in the same (acute) way, but to avoid a return to the***

<sup>21</sup> By way of example, in a household with two adults in which only one works full time, work intensity would be 0.5, while if they both work full-time, work intensity is 1; if one works part-time and the other full-time, work intensity would be 0.75.

***pre-crisis scenario (where women were more often affected) once the economy and employment recovers, equal opportunities policies are essential.***

- Until recently, the rates of poverty and social exclusion among women in Spain were, as in the EU, higher than those for men (nearly three percentage points in 2008). In other words, the existence of a gender gap in poverty and social exclusion could clearly be seen. Yet the sharp rise of the AROPE rate which occurred during the crisis has affected both men and women, with women even registering a slower rate in 2012 (28.1% compared to 28.4% of men). This proves the intensity with which poverty has increased and spread, and that neither men nor women can escape it. On the contrary, disparities between the sexes remain unchanged in the European Union, where the rate among women is 2.1 percentage points higher than that of men.
- However, given that the AROPE rate measures the situation of poverty and/or social exclusion of persons in relation to household income, it is inevitable that all members of a household suffer the same situation, meaning that the difference in the rate by gender does not really reflect the differing situation of women. There is evidence of poverty being suffered more greatly by women, shown for example by the poverty rate in households comprising one adult and one or more child (single parent families, mostly formed by women), which in 2012 reached 36.9%, nearly 15 percentage points more than the population as a whole. The gender pay gap, the lower rates of female employment, and greater inactivity due to family responsibilities are all other realities behind the female face of poverty.
- Additionally, the question arises of whether, once the economy and the labour market recovers, men and women will be able to access jobs and rise out of poverty at the same pace, or whether men will once again record lower AROPE rates than women.

***Poverty and social exclusion affect children particularly harshly. This is the age group with the highest AROPE rates, thus overtaking the elderly as the most affected.***

- The crisis has been particularly cruel to under 18 year olds, who began with an already high AROPE rate (30.6% in 2008, 4 percentage points more than in the European Union) that has reached 33.8% in 2012, an increase that was considerably higher than that of the European Union (27.6% in 2012). This is partly explained by the

increase in parents' unemployment and due the particularly acute way that unemployment has affected young families with small children<sup>22</sup>.

- In 2008, the population aged 18 to 64 years had a low AROPE of 22.1%. This rate rose year on year, reaching 29.7% in 2012 (3.4 percentage points more than in 2010 and 7.6 percentage points more than in 2008), in line with the deteriorating labour market and the difficulties in obtaining income from work – the main source of income for this age group.
- The over 65s have gone from being the group with the highest AROPE rate to, since 2010, being a group with a low one. In 2004, 31.5% of the elderly population in Spain was at risk of poverty and/or social exclusion, a percentage that was far higher than the rate of the population as a whole (an average of 25%). Since 2007 there has been a considerable drop in the elderly population's risk of poverty or social exclusion, which was recorded at 16.6% in 2012 compared to 28.2% recorded for the population as a whole. This drop must be understood in the context of two factors. Firstly, the impact of a statistical effect was predictable: the reduction in median income made older people, with low but steady incomes, go from being below the poverty threshold to above it. Possibly, an absolute measure of poverty based on the possibility of maintaining a pre-set standard of living would show the elderly's position to be less positive, above all in view of tax rises and the increasing cost of living in recent years. Yet in conjunction with this, there is a factor whose contribution to reducing poverty is unquestionable, which is the maturity of the pensions system in Spain, due to its spread (approximately 83% of over 65s receive at least one pension in Spain), and the average level of retirement pensions (gradual rise in average pension by including updates and new contributors).

***Nearly one in two immigrants from non-EU countries is at risk of poverty and/or social exclusion in Spain.***

- The AROPE rate among the non-EU foreign population aged 16 years and above reached 46% in 2012, which is far higher than the EU foreign population (31.2%) and, above all, the Spanish population (18.5%).

<sup>22</sup> This has been highlighted by UNICEF (2012). *La infancia en España 2012-2013. El impacto de la crisis en los niños*.

- Between 2010 and 2012 (most recent data available), the AROPE rate of the non-EU foreign population over the age of 16 rose 7.7 percentage points, which is three times higher than the increase seen among the Spanish population.

***Employed people are well protected from the risk of poverty and/or social exclusion. The most vulnerable group is the unemployed, which is a group that has risen considerably in number and has seen a growing risk of poverty and social exclusion.***

- In Spain, as is the case in the European Union, the AROPE rates of employed people are considerably lower than average, and approximately 3.5 times lower than the unemployed. In 2012, the AROPE rate of the employed in Spain was 16%, compared to 54.5% recorded among the unemployed. This shows why the strong increase in unemployment in Spain throughout the crisis has been decisive in the increase of poverty and social exclusion in Spain.
- Yet another element must be mentioned in this respect, which is that today it is more likely that the unemployed suffer poverty and social exclusion than in 2008. Effectively, since the beginning of the crisis, the AROPE rate of the unemployed has risen tangibly, from 41.2% in 2008 to 54.5% in 2012. This shows that there has been an increase in the probability of poverty and exclusion within the unemployed group, possibly due to the exhaustion of unemployment benefits and the non-existence of other compensatory mechanisms.

***Persons with low education levels suffer poverty and social exclusion more acutely, which largely explains the inverse relationship between unemployment and education levels.***

***Child poverty and social exclusion have risen significantly in households where parents have low levels of education.***

- In Spain, as is the case of the European Union, poverty and social exclusion are more widespread among groups with lower levels of education<sup>23</sup>. At the beginning of the crisis, in 2008, the AROPE rate (for over 16s) was 34.2% in the group with primary education or below, 26.1% for the group with first stage secondary studies, 18.6% for second stage secondary studies, and 10.7% in the group

<sup>23</sup> Education levels are considered as follows: basic (until lower secondary education), medium (upper secondary education and post-secondary non-university education), higher (university education).

with higher education studies. In nearly all cases poverty has risen, with the group with primary education or below reaching 34%, the group with first stage secondary studies reaching 35.1%, 25.7% for second stage secondary studies, and 1.4% for higher education.

- Education level highly conditions the probability of being unemployed, and this reduces as education levels improve, as shall be seen in what follows. This inverse relationship between unemployment and education level (both in Spain and the EU) is a key factor to explaining the high rate of poverty and social exclusion among the population with basic studies, and medium level studies to a certain extent.
- The greater risk of poverty and social exclusion among adults with lower levels of education is of course passed on to their children. Children and adolescents suffer much higher AROPE rates when the education level of their parents is basic, compared to when it is higher.

***The risk of poverty and social exclusion varies considerably according to Autonomous Region, or city, in the case of Ceuta and Melilla. The probability of a resident of Andalusia or the Canary Islands (these being the regions with the highest AROPE rates) being in a situation of poverty or exclusion is three times higher than a resident of Navarre (which has the lowest AROPE rate in Spain).***

- In 2012, the difference between Spain's highest AROPE rate (Canary Islands, 39.7%) and the lowest (Navarre, 13.3%) was 26.4 percentage points, which shows the strong variability of poverty and social exclusion rates among the Spanish regions.
- There are eight Autonomous Regions and Cities with an AROPE rate above the national average (28.2% in 2012), namely: Andalusia (38.7), Canary Islands (39.7), Castile-La Mancha (37.3%), Extremadura (38.4%), Melilla (41%), Ceuta (41.8%), the region of Murcia (36.9%) and the Region of Valencia (30.4%). A geographical pattern can be seen, with poverty concentrated in the south, in the extra-peninsular territories in Africa and in the outmost areas (Canary Islands).
- Of the ten Autonomous Regions with AROPE rates below the national average, the following in particular stand out: Navarre (13.3%), the Basque Country (17.3%), Asturias (25.6%), Madrid (20.4%), Aragon (23.1%), Cantabria (20.3%) and Catalonia (23.3%). All Autonomous Regions with AROPE rates below the national average are located in the northern half of the peninsula.

*Additionally, the more rural the area, the greater the risk of poverty and social exclusion. Persons living in sparsely populated areas experience an AROPE rate 11 percentage points higher than those living in highly populated areas<sup>24</sup>.*

- The AROPE rate also varies according to the degree of urbanisation of the area. In highly populated areas, the rate is 22.2% and this rises to 29.7% (+7.5 percentage points) for averagely populated areas. In sparsely populated areas, the AROPE rate reaches 33.5%.
- The pattern seen (negative correlation between AROPE rate value and the degree of urbanisation) makes no exception for age or gender. Specifically, both men and women, of any age, experience higher AROPE rates as the degree of urbanisation drops.
- These territorial imbalances exacerbate inequality that acts as a barrier to the population's access to basic services.

## 2. Factors impacting on poverty and social exclusion

### 2.1. Employment / unemployment

Employment<sup>25</sup> is the central pillar of inclusion, and the contrary – unemployment, is one of the elements most linked to poverty and social exclusion, as has been previously proven. As such, it is unquestionable that the status and recent progressions of the Spanish labour market must be studied in order to diagnose the situation of poverty and social exclusion in Spain.

First of all, a well-known fact must be stressed, of the *particularly pernicious effect the economic crisis has had on the Spanish labour market*. Data collected on the active population, occupation and unemployment shows the devastating effect the crisis has had on employment options for the population as a whole.

The trends seen in the **active population** is worth mention. Specifically, between 2009 and 2012, the number of active persons in Spain was more or less stable, hovering around 23.1 million people. However, in the last year,

<sup>24</sup> Data referring to rural areas is prior to the revision of the INE Living Conditions Survey.

<sup>25</sup> Data included in this section is taken from the National Statistics Institute (2013) *Active Population Survey*, based on annual averages. Data referring to the European Union is taken from Eurostat and refers to the *European Labour Force*.

from the third quarter of 2012 until the third quarter of 2013, it saw a drop of 370,400 people (1.6%). Women have endured better in the labour market, with their presence dropping by only 106,500.

With respect to **occupation**, the number of occupied people has steadily dropped since 2008, sitting at 17.2 million in 2012, and at 16.8 million in the third quarter of 2013, nearly **three million fewer than 2008** (around one third, 933,000, were women). In 2012 there was a sharp drop in occupation with respect to the preceding year, of 823,000 people, a figure that is only comparable to (although still below) the drop registered between 2008 and 2009. The drop seen in the last year in the construction sector has been particularly intense (245,000 fewer occupied persons than in 2011, nearly all men, equating to a reduction of 1.3 million between 2008 and 2012), the manufacturing industry (129,000 fewer jobs in 2012 than in 2011, sitting at 776,000 between 2008 and 2012, and 92% of men), and the sector comprising “Public Administration, Defence and Social Security” (105,000 fewer employed people in 2012 than the preceding year). On the other hand, the reductions in the number of public salaried persons in the last year affected 161,000 people (91% women).

In turn, with respect to unemployment it is of note that 2012 ended with **5.7 million unemployed**, a rise of 3 million on 2008 and 770,000 on 2011. In the third quarter of 2013 this figure rose to 5.9 million unemployed. Unemployment has reached historic records that would be higher had it not been for the offsetting effect of certain groups leaving the labour market; a significant number of young active people have left the labour market due to returning to studying or through sheer demotivation (there are 1.5 million fewer active people under the age of 30 compared to the beginning of the crisis). Added to this is the abandonment of the labour market by active foreign nationals between 2010 and 2012 (230,000 people), in contrast to the sustained increase in active Spanish nationals (145,000 between 2008 and 2012).

The **rate of unemployment** of the nation as a whole reached 25.98% of the third quarter of 2013, which equates to just more than one in four persons of working age (and actively seeking work) currently unemployed (26.55% of women and 25.5% of men). This rate surpasses the EU average by 15 percentage points (the latter sitting at 10.9%) for the second quarter of the year and is 10 points above the countries with the next highest unemployment rates (Ireland and Portugal), with only Greece exceeding this indicator (27.3%). In total, the unemployment rate in Spain has increased 13.7 percentage points between 2008 and 2012 (from 11.3% to 25%) and 3.3 percentage points between 2011 and 2012, clearly contrasting with the European Union average which registered a much more moderate increase in unemployment (3.4 percentage points between 2008 and 2012 and 0.8 percentage points between 2011 and 2012). This has caused a dramatic broad-

ening of the gap between the (greater) rate of unemployment in Spain and that of the European Union, which was at four percentage points in 2008 and 15 in 2012.

However, it must also be stressed that recent data does offer a more optimistic outlook with respect to the slowing down of job destruction and the beginning of the road to reducing unemployment. Effectively, the rate of unemployment dropped from 27.6% in the first quarter of 2013 to 25.98% in the third quarter of the same year.

In terms of the **impact of unemployment according to gender**, in recent years a change has occurred in the trends seen during boom periods of a higher rate of unemployment for women. In 2008, unemployment among women sat at 13%, nearly three percentage points higher than the rate for men. Since then, this gap has narrowed considerably, to just below one percentage point. At the end of the third quarter of 2013, in spite of the impact of the crisis in certain sectors of male employment, the rate of unemployment for women was 26.6%, which was still 1.05 percentage points higher than their male equivalents. Although it is true that the gender gap has been substantially reduced, this has not been due to women facing less unemployment, but due to men experiencing more. The mitigation of difference between the genders has taken place in a context of mass unemployment that is without precedent in Spain, initially affecting traditionally male-abundant sectors (construction and industry) and then spreading to nearly all areas of the economy. High unemployment may be camouflaging institutional and social barriers that exist behind the work and unemployment gender difference but, in this case, inertia could lead to these reappearing once business and employment begin to grow again.

With respect to unemployment rates, the situation of **foreign nationals** is particularly serious, with numbers of unemployment growing from 17.5% to 36.0% between 2008 and 2012, a rise of 18.5 percentage points. Within this group, unemployment has affected non-EU foreign nationals most acutely, with these individuals seeing a 20% rise in the same period. Latest data available from the Active Population Survey for the third quarter of 2012 corroborates this trend of unemployment among the immigrant population (36.8%), for whom the gap existing between their unemployment and that of the Spanish population is still significant (24.2%).

**Analysis of unemployment by territory** draws similar conclusions to those obtained from studying regional patterns of poverty and social exclusion: unemployment across the regions is very disparate (a difference of 20 percentage points between the highest regional unemployment rate and the lowest in the third quarter of 2013), and the greatest unemployment rates are found in the southern area and outside the peninsula (Andalusia, Extremadura and Canary Islands, around 34.9% unemployment). The crisis has

revealed more noticeable regional inequalities in employment, since the increase in unemployment between 2008 and 2012 (in percentage points) has been greater in the Autonomous Regions that began with the highest rates.

Additionally, the particular gravity of the crisis on **young people** deserves mention. Currently, the proportion of under 25 year olds excluded from the labour market due to inability to find employment is above 50%, more than double that of the European Union. Unemployment for the group was 54.4% in the third quarter of 2013, following a rise of eight percentage points on the same period in 2011, and 30.1 percentage points for the period of 2008-2013 as a whole. In other words, one in every two young active people is unemployed.

Another group that is suffering unemployment particularly harshly is that of **individuals with little education**, as was indicated above in the analysis of poverty and social exclusion. It is certain that, in Spain and neighbouring countries, unemployment rates are commonly higher among groups with less formal training. Yet even so, the particular viciousness with which unemployment is affecting the less educated is no less alarming. By way of example, the unemployment rate of persons with primary education reached 39.9% in the third quarter of 2013, which is 24 percentage points more than the same period in 2008. On the other end of the spectrum, the population with further education suffered unemployment at a rate of 16.2% in 2013, which is ten percentage points higher than in 2008. To conclude, the particular vulnerability of the lesser educated (lower employability) has been exacerbated by the economic and labour crisis.

In turn, difficulties caused by high unemployment fostering social exclusion have become more acute due to particular characteristics of both unemployment and the households with unemployed members. In this sense, the **long term unemployed** should be taken into account, the number of which has multiplied in recent years, due to its difficult remedy and the extremely negative impact it has on personal, family and social aspects. In the third quarter of 2013, Spain had 2.18 million people out of work for at least two years (one million women), following a nine-fold increase in the number of people in this situation from the first quarter of 2008 (239,700 people). Long-term unemployment (of more than one year) has grown continually year on year, by just over one million from the third quarter of 2011 to reaching the current figure in 2013 of 3.46 million people. With this, the proportion of long term unemployed has also grown (from 21.1% of all unemployed in 2008, to 58.4% in 2013).

Following more than five years of economic crisis and the considerable growth of long-term unemployment, non-contributory income guarantee programmes are critical, due to their palliative effect on the consequences of exhausted contributory benefits (lasting a maximum of two years). The

minimum insertion income programmes, run by the Autonomous Regions and the cities of Ceuta and Melilla, aim to cover lack of basic economic resources among families or individuals, under the framework of social intervention that, in certain cases, is linked to labour insertion. The number of recipients of these benefits has grown noticeably between 2009 (156,000) and 2012 (238,000). Together with dependent members of the family unit, **the total amount of recipients in 2012 reached 625,911**, some 200,000 more than in 2009<sup>26</sup>.

Lastly, mention must be made of the deterioration of indicators that reflect the rate of unemployment in households and, largely, the vulnerability of household members to situations of poverty and social exclusion. There has also been a sharp increase in **households with all active members without work**, reaching 1,807,700 in the third quarter of 2013, compared to 827,200 in 2009 – a 120% increase.

## 2.2. Education

Due to its link to wellbeing and social cohesion in a country, the population's education is a basic foundation of society as a whole. Moreover, education and training has a great effect on wellbeing, due to better trained persons being less prone to poverty and social exclusion, a fact that has been highlighted from analysis of poverty indicators.

As such, the improvement seen in the training and preparation of the Spanish population in recent years must be seen as positive and encouraging of a more inclusive society. The gradual **rise in training levels** has continued in **recent years** thanks to the incorporation of better prepared individuals. The INE Active Population Survey has documented a drop in the rate of the population having no more than primary education (28.5% of those aged 16 and above in 2012 – 31% of women and 25.6% of men), representing a fall of 5.5 percentage points on 2005). This has gone hand in hand with an increase of secondary and further education studies.

In spite of the progress seen, **education and training in Spain continue to be low** compared to in neighbouring countries. Most recent indicators on education levels published by the OECD<sup>27</sup> put Spain at the front of EU countries (OECD members) with the greatest proportion of the population aged 25 to 64 years with no more than primary education. In Spain this ac-

<sup>26</sup> Ministry of Health, Social Services and Equality (various years). *Informes anuales de Rentas Mínimas de Inserción*.

<sup>27</sup> Ministry of Education, Culture and Sport (2013). *Panorama de la Educación. Indicadores de la OCDE 2013*. National Institute of Education Evaluation.

counts for 19% of the population and is, in the EU, only beaten by Greece and Portugal.

The low standard of education compared to neighbouring countries is not the result of few people with higher education qualifications, since these account for 32% of the population aged 25 to 64 years (OECD 2012), in line with the OECD average and higher than the EU-21 average (29%). The key lies in the low percentage of people having reached the **second stage of secondary education** (22% in Spain compared to 44%), which goes hand in hand with the high percentage of the Spanish population with no more than primary and lower secondary education.

Following closely behind the low level of education of the Spanish population is (among other issues) the **high rate of early school leaving**<sup>28</sup>, which accounted for 24.9% of 24 young people aged 18 to 24 years. In the last ten years, Spain has recorded early school leaving rates that have persistently exceeded the European Union average by between 13 and 17 percentage points. The European Union has in fact seen a gradual reduction in early school leaving (17% in 2002, 12.8% in 2012). In contrast to this, in Spain the rate of early school leaving remained at around 30-32% even during the boom period. Yet this rate has seen some reduction as the economic crisis has gone on: being at 31.2% in 2009, then 28.4% in 2010 and reaching 24.9% in 2012. This seems to be down to many young people opting to withdraw from the job market, due to its instability, and undertaking further study. In the mid-term, it will be crucial that young people continue with their further training once the economic and the labour markets recover, in order to avoid making the mistakes made during the economic boom (early school leaving due to ease of access to poorly qualified jobs). Lastly, mention must be made of the **dearth of people in Spain with professional training qualifications**. In Spain, 14% of adults have no more than general upper secondary level education, rather than professional training (OECD average is 12%) and only 8% have mid-level professional training. The last figure is significantly below the average of OECD countries (34%) and that of other EU countries belonging to the OECD (EU-21) which sits at 38%<sup>29</sup>. This data shows perfectly the very low uptake of professional training by the population as a whole.

<sup>28</sup> Percentage of the population aged 18 to 24 years who have not completed the second stage of secondary education and have not undertaken any kind of studies or training in the last month. Applying this definition to the Spanish education system, it can be understood as the situation of young people who do not achieve a compulsory secondary education qualification (the so-called *ESO*), or those who, after *ESO*, do not study the Baccalaureate (upper-secondary education) or Professional Training.

<sup>29</sup> OECD (2013). *Education at a glance 2013: OECD indicators. Notes for Spain*.

## 2.3. Housing<sup>30</sup>

Housing is an essential element of the lives of people and families, and is imperative to social integration. Having understood that social exclusion is not just absence of financial resources, but also relates to lack of participation (labour market) and access to basic needs and services, the nature of housing (access to and conditions of) becomes critical to inclusion processes.

As house prices rose in the Spanish economy's boom years, warnings were made as to the problems faced by certain groups such as young people and those with few resources in accessing housing. In recent years, the serious and socially pernicious problem has arisen of **difficulties** experienced by a high number of families in Spain in **retaining their housing**. The source of this problem comes from the severity of the crisis' impact on job access and maintenance, as well as the drop in disposable income (unemployment, salary cuts, rising cost of living and non-income related taxes). In these circumstances, palpable and growing difficulties in making mortgage payments are rife: mortgage defaults by individuals<sup>31</sup> have grown from 3% in 2009 to 5% in June 2013.

The consequence of the difficulties in making mortgage and rent payments has been an explosion in the number of households struggling to maintain their house, either by risk of losing it to their mortgage provider, or because they have already lost it. Added to this are the evictions caused by failure to pay rents. Notwithstanding the foregoing, in the first months of 2013, these mortgage foreclosures began to drop, partly due to the introduction of protective measures for mortgage debtors adopted by the Spanish Government.

The risk of losing a home can be quantified via **mortgage foreclosure** figures, i.e. the number of judicial proceedings underway concerning defaults on mortgage loans<sup>32</sup>. According to statistics of the Spanish Council of Judicial Power (*Consejo General del Poder Judicial*, or CGPJ), before 2006 there were just under 20,000 mortgage foreclosure proceedings open in the Spanish courts per year. This figure rose somewhat to 25,000 in 2007, but in 2008 the rise in the number of foreclosures was more pronounced with respect to the previous year. In 2012, 91,622 mortgage foreclosures were initiated, a

<sup>30</sup> Statistical information on mortgage foreclosure and evictions is taken from statistics published by the General Council of Judicial Power (CGPJ).

<sup>31</sup> Source: Bank of Spain (2013). *Informe de estabilidad financiera*. November 2013.

<sup>32</sup> It is important to indicate with respect to the interpretation of data that mortgage foreclosures can affect different types of real estate properties, not just residential housing, and evidently can also affect second homes. As such, the number of foreclosures is not exactly equivalent to the precise number of homes in judicial proceedings, and much less so main homes.

17.7% rise on 2011, while at the end of the year some 198,116 foreclosures were in progress.

The number of **court-ordered evictions** made can be taken as indicator of the loss of housing (in CGPJ statistics, ones that have been completed), but taking into account that these may cover property not for residential use and properties used as second homes. There were 17,433 evictions in 2008, and this figure has increased considerably year on year. In 2012, 46,408 evictions were recorded<sup>33</sup> (13.9% more than in 2011). In total, 159,763 evictions were carried out in the period of 2008-2012).

## 2.4. Health

Lastly, the impact of the crisis on the perception of health must be considered. In accordance with the National Health Questionnaire 2011-2012<sup>34</sup>, 72% of the population in Spain over the age of 15 years considered their state of health to be good or very good, 24% considered it to be normal, and 7.8% considered it to be poor or very poor. The difference between the evaluation given by the employed and the unemployed is very striking. For the first group, 2.8% consider their health to be poor or very poor, which is far below the figure reached by the unemployed (5.3%). To conclude, the unemployed have a poorer perception of their state of health than the employed despite both groups being of similar ages, which is possibly a reflection of the psychological impact that unemployment has on health.

Likewise, the importance of access to healthcare in terms of poverty and social exclusion cannot be underestimated. Data recently published in the National Health Survey 2011-2012 gives an overall perspective on access to healthcare and, according to its findings, nearly the whole population has been able to access healthcare in the last 12 months. However, 2% of the population stated that at a given moment they required medical assistance and did not receive it. The underlying grounds for failure to access healthcare are: temporary barriers (39%), economic barriers (4%), transport problems, lack of time (7%) psychological barriers (19%) and others (30%).

<sup>33</sup> However, on this point it must be stressed that according to data of the General Council of Judicial Power, around 58% of evictions are the result of proceedings under the Urban Leasings Act. Even within these evictions of tenants, the cause of eviction does not necessarily have to be non-payment of rent, and may be due to other causes such as family rights, termination of rental terms, or contractual breaches other than default on rent. Additionally, these evictions resulting from the application of the Urban Leasings Act are also made on leases on other types of properties, not necessarily residential properties, and of course not necessarily main residence.

<sup>34</sup> Source: Ministry of Health, Social Services and Equality and the National Statistics Institute. *Encuesta Nacional de Salud 2011-2012*.

Lack of access to healthcare is detrimental to certain groups in particular. Firstly it is felt most intensely by groups that are excluded from the labour market whether due to health reasons or inability to find employment. Those unable to access healthcare represented 4.7% of those unable to work due to disability (more than double the national average) and 3.3% of unemployed people. On the other hand, those born outside of Spain have suffered these restrictions to a much greater extent than those born in Spain (2.9% and 1.9% respectively).

Another highly vulnerable group is that of HIV sufferers. Despite abundant progress in treatments which have allowed for significant improvements in quality of life, these changes have not wholly translated to social relations, where people still suffer the stigma that at times results in their fundamental rights being violated, such as in difficulties in accessing social benefits, etc. The report on “Beliefs and attitudes of the Spanish population towards sufferers of HIV” (FIPSE, 2010), indicated that one in five Spaniards agrees with implementing measures to segregate HIV positive people in public places. According to most recent data published by the Ministry of Health<sup>35</sup>, 2,763 new cases were diagnosed in 2011. In this context, unprotected sex with men is the primary cause of infection on the whole. It is also the main cause for those born in Spain, and for men, whether Spanish or foreign. According to the same source, the total number of infected people amounts to 82,009, although it is estimated that between 120,000 and 150,000 people live with HIV in Spain.

### 3. Most vulnerable groups

#### The homeless

The fact that the homeless suffer from a whole series of interlinked problems makes them one of the groups that most severely suffers from social exclusion. The 2012 Homeless Survey, prepared by the INE, is a source of up-to-date information on the number of homeless people in Spain and their key characteristics. According to this source, the homeless population (assisted at shelters and social kitchens) amounted to 22,938 people in 2012 (4.8% more than in 2005). This means that of every 100,000 people in Spain, 71 have no home.

The profile of the average homeless people is as follows: he is male (80% of the whole), of an average age of 42, with secondary school edu-

<sup>35</sup> Ministry of Health, Social Services and Equality (2012). *Vigilancia epidemiológica del VIH/ SIDA en España*. Updated on 30 June 2012, November 2012.

cation (60%), Spanish (54%), and has been homeless for more than three years (44.5% of all homeless). The key cause for homelessness is job loss (45%), followed by economic problems (inability to pay rent or mortgage, 26%) and separation from a partner (20%).

The 2012 Homeless Survey reveals that the vulnerability entailed by having no home spreads to other areas. More limited access to healthcare is detected, as 20% of the homeless have no public healthcare affiliation card, despite 30% of them suffering from a chronic disease, 15.5% having a recognised disability, and 16.6% suffering from a mental illness. It also shows homeless people's difficulties in assuring their safety, as half have been a victim of assault or another crime, often fatal.

The current context of crisis would suggest that the homeless will suffer more and more, particularly taking into account that 31% of these people found themselves to be homeless less than a year ago, and that the main cause for this was job loss.

## Disabled people

According to most recent data available on “Employment of Disabled People” (INE), the number of certified disabled people aged from 16 to 64 years in Spain was 1,262,000 in 2011 (7.7% more than in 2010).

The vulnerability of the disabled can be seen in various ways through education and employment. This group has a lower level of education than the general population, although this has seen some improvement in the last decade. INE figures show that of the disabled<sup>36</sup> of working age, 8% are illiterate (1% among the general population), 16% have completed no more than primary education (32% among the general population), 45% secondary education (54% among the general population) and 15% further education (30% among the general population).

In terms of employment, labour insertion problems are clear when analysing activity rates, which are extraordinarily low among the disabled compared to the able-bodied. The rate of activity<sup>37</sup> among the disabled was 36.6% in 2011, which is just below half of that registered for the non-disabled (76.4%). This explains the disparate levels of employment, which are very low for the disabled (26% compared to 59.8% of the non-disabled). There are also differences in terms of unemployment, which more greatly

<sup>36</sup> This data refers to legally recognised disability (certified disability). Recognised disability, i.e. with a degree of disability of 33% and above, is measured in accordance with Royal Decree 1971/1999, amended by Royal Decree RD 1856/2009.

<sup>37</sup> Source: INE (2013). *El Empleo de las Personas con Discapacidad. Serie 2008-2011*.

affects the disabled (unemployment was five percentage points higher than that of the non-disabled in 2011).

## The elderly

The Spanish population aged over 65 currently amounts to 8.3 million people<sup>38</sup>. Just over 2.5 million of these are aged 80 or more, this being an age where the probabilities of being dependent in some way grow greatly. Due to their greater longevity, women are over-represented in the over 80s group: there are 1.6 million women aged 80 or above in Spain, who represent 64% of the overall group.

The drop in the rate of risk of poverty and social exclusion among the elderly recorded in recent years (16.6% in 2012) has been possible partly due to the maintenance of pensions (on which the majority of this group depend). Yet to a certain extent, this drop is down to a statistical effect, in that the drop in median income has lowered the income threshold used to consider when a person is at risk of poverty, thus removing from poverty statistics all those persons whose standard of living has either not improved, or in fact has deteriorated due to rising indirect taxes and drops in public expenditure.

It must also be stressed that the principal figures of poverty and social exclusion conceal the particular vulnerability of certain elderly groups. The Report of the Red Cross (2012)<sup>39</sup> has revealed that the over 65s represent a majority of participants in its social intervention programmes at national level. Specifically, 34% of participants were aged 65 and over, but the majority of these were aged 80 and above (62% of the over 65s).

Another element to take into account is the impact of the elderly's current role of compensating their children's and grandchildren's loss of job and income on their own wellbeing. As the crisis has arrived and set in, the percentage of elderly people who give economic assistance to a family member has increased. Their use of income in this way may be to the detriment of their own needs. It would also entail an income reduction in real terms (not those contained in conventional statistics), which could be linked to deteriorating food quality, and reduced social and physical activities<sup>40</sup>.

<sup>38</sup> Figure from the On-going INE Records (provisional data as at 1 January 2013).

<sup>39</sup> Spanish Red Cross (2012). *Informe sobre la vulnerabilidad social 2011-2012*.

<sup>40</sup> The negative repercussions for functional ability and the foreseeable increase in dependence as a result of these phenomena have been underlined by the Communication of the Spanish Society for Public Health and Healthcare Administration (SESPAS in its Spanish acronym), "*El Impacto en la Salud de la Población de la Crisis Económica y las Políticas para Abordarla*".

## Dependent persons

In the midst of the ageing population phenomenon affecting a great many developed countries, the number of people reaching old age and facing long term illness, lack of autonomy or dependency in the performance of everyday tasks (so-called “fragile old age”)<sup>41</sup> has increased. Spanish Act 39/2006 has opened a new scope of action in this area. Indeed, identifying the dependent population has been made easier thanks to its enactment. According to latest statistics of the System for Autonomy and Dependence Assistance (SAAD in its Spanish acronym)<sup>42</sup> the dependent population in Spain that has requested recognition as such amounts to 1,607,185, representing 3.4% of the total population. In turn, more than nine out of ten applicants (93.64%) obtained a certification (1,505,028) and nearly two thirds (62.08%) became entitled to receive benefits (934,290). Lastly, of these, 736,249 do effectively receive dependency benefits. Of this group, 73.08% were aged 65 and above, and more than half (53.55%) were over the age of 80. Likewise, nearly two out of three dependent people in Spain (66.23%) are women.

The various situations of dependency correspond to varying degrees of vulnerability and, accordingly, poverty and exclusion risk. Therefore, in terms of the intensity or degree of dependency, according to Act 39/2006, there are three distinct scenarios: moderate, severe and full dependency. In this sense, the protection of those with full dependency is of particular interest, given that their situation entails the need for third party assistance in order for these individuals to be able to perform basic daily tasks and activities. The fully dependent represent nearly one in four dependent persons in Spain recognised as such (366,975 people).

Lastly, the presence of dependent people in households, especially those with full dependence, has a significant impact on the supply of work and the distribution of tasks and general risk of producing poverty and exclusion. In other words, the protection of dependent people is a priority, but so is the protection of those dedicated to caring for them. In this regard, according to most recent data from the Active Population Survey (third quarter of 2013), there are 565,700 inactive people who declare to be a carer of ill or disabled children or adults, or the elderly. This entails a high opportunity cost for the Spanish economy, which is deprived of these people’s possible contribution. Moreover, 95.73% of this group are women. Likewise, 268,400 part time workers state that working full time is impossible due to their duty

<sup>41</sup> Albarrán Lozano, I. and Alonso González, P. (2009). “*La población dependiente en España: estimación del número y coste global asociado a su cuidado*”, en *Estudios de Economía*, Vol. 36, no. 2, pages 127-163.

<sup>42</sup> Situation as at 30 September 2013, available at: [http://www.dependencia.imserso.es/InterPresent1/groups/imserso/documents/binario/im\\_078940.pdf](http://www.dependencia.imserso.es/InterPresent1/groups/imserso/documents/binario/im_078940.pdf).

of care to dependent people. In this group, 95.86% are women. Accordingly, the phenomenon of dependence has a direct effect on the vulnerability of people that must work in the home context, and this responsibility falls to women in particular.

## Immigrant population

The foreign population aged 15 to 64 years resident in Spain reached the figure of 4.5 million people in 2009 – more than ten times that recorded in 1996 (408,821 people). For the most part, this population originates from Latin America (32%) and non EU-15 European countries (22%). Between 2009 and 2013 the foreign population in Spain dropped noticeably, being 4.3 million at the beginning of 2013 (201,957 fewer people). It must be stressed that this drop was fundamentally due to the reduction in the population of Latin American origin (334,735 fewer than in 2009) and, to a far lesser extent, those from Switzerland and Norway (35,508 people).. The foreign population originating from other areas of the world continued to grow, although at a much slower rate than that observed in 2009<sup>43</sup>.

Social inclusion indicators from a labour perspective prove how the crisis is affecting the immigrant population (the rate of unemployment among foreign nationals in Spain reached 36.5% at the end of 2012 – twelve percentage points above that of Spanish nationals, 24%).

The non-EU population's vulnerability to the crisis has been seen in the high rate of poverty and social exclusion that it suffers. In 2012, the AROPE rate of the non-EU foreign population (16 years and above) reached 46% – far above that of the Spanish population for the same year (28.2%).

## Victims of violence

The principal victims of violence in Spain are female victims of gender violence, and children (both victims of gender violence and child abuse in general).

The difficulties in ascertaining the precise number of women who suffer this violence are well known. An initial estimation can be made from referring to police or court statistics, or the use of specific services for this group<sup>44</sup>. These sources show that, between 2008 and 2011, 130,000 complaints of gender violence were made each year in Spain, and approximately 38,000 protection or-

<sup>43</sup> Source National Statistics Institute (2013). *Padrón Municipal de Habitantes*.

<sup>44</sup> Source: Statistics Gateway of the Ministry of Health, Social Services and Equality.

ders were issued. Calls made to the 016 gender violence helpline between September 2007 and February 2013 amounted to 361,915, and were mostly made by victims (75%). At the end of February 2013, there were 97,342 women actively being assisted by police (and nearly 16,000 had active police protection).

In turn, the 2011 gender violence macro-survey, driven by the Government Delegation for Gender Violence (of the Spanish Ministry of Health) and carried out by the Centre for Sociological Research (CIS in its Spanish acronym), gives a more precise estimate of the number of women who have suffered gender violence in Spain since, as is well known, there are a great many cases of violence that are not reported to police or do not come to light and hence never appear in statistics. According to this source, 10.9% of women over the age of 18 (equating to more than 2,150,000 women) indicate that they have suffered gender violence in their life. Of these, nearly 600,000 women will continue in situations of abuse, while more than 1,560,000 will escape from it.

With respect to minors, in recent years efforts have been made to increase the visibility and protection of children suffering from gender violence. The 2011 macro-survey on gender violence revealed that nearly 517,000 minors were victims of violence in the past year, thus representing around 6.2% of minors in Spain. Yet minors also suffer other forms of abuse. The 2012 ANAR Foundation Report<sup>45</sup> revealed that in 2012 it received 324,643 calls from minors asking for help, of which 5,992 were serious cases. In these cases, 28.7% suffered physical abuse, 15.5% suffered violence at school, 14% suffered psychological abuse, 12.4% suffered sexual abuse, 6.9% suffered gender violence and 1.5% child pornography.

## Roma population

The Roma population is currently estimated to be 725,000-750,000 people (figures used by European Institutions to make calculations on the European Romani population). This figure has been reached using a number of different methods due to the lack of exact knowledge of the real size of this population, for which reason it must be used with caution (estimates made of the Roma population can range from 500,000 to one million people<sup>46</sup>).

Since the year 2000 the number of Roma ethnicity / Eastern European Roma migrating towards Spain has risen. Although no precise information is available, the majority of the Roma population originate from Roma-

<sup>45</sup> Foundation to aid children and adolescents at risk (ANAR in its Spanish acronym), (2013). *Informe ANAR 2012: Violencia infantil en España*. April 2013.

<sup>46</sup> Ministry of Health, Social Services and Equality. *Estrategia Nacional para la Inclusión Social de la Población Gitana en España 2012-2020*.

nia and Bulgaria. These migratory processes have been heightened by the growth of the European Union towards Eastern European Countries and, as such, by the application of free movement of workers, as well as right to free circulation of persons. This has intensified the migratory movements from Eastern European Countries to Western Europe, including Spain. As a result, the size and composition of the Roma people is heterogeneous and diverse, whilst maintaining broadly common cultural features.

The current National Roma Integration Strategy in Spain 2012-2020 describes the general progress that the Roma community in Spain has seen in the last 30 years (in socio-economic terms, greater than in the last 50 years combined). There have been transformations and improvements (more or less slow) in key areas for inclusion, such as employment, education, housing and health.

The current challenge is to sustain this improvement process in the social inclusion of this community since, despite the advances, there is still much to do. The high percentage of Roma people living in poverty must be noted. There are also shortcomings in key areas such as education and employment. With respect to education, the II Strategic National Plan for Children and Adolescents 2013-2016<sup>47</sup> points to “clear progress in infant and primary schooling among the Roma people, while absenteeism and early leaving continues to be high” and with respect to employment, the Roma population has the highest levels of unemployment of the whole population as well as the most precarious jobs.

On the other hand, there is an important part of the Roma community that continues to suffer with deteriorated neighbourhoods, overcrowding and poor housing conditions; there is also a notable inequality of health, being poorer among this group and with a greater presence of habits that are detrimental to health.

Additionally, it is one of the groups which most suffers rejection and discrimination. Lastly, the risk of the current economic crisis more intensely affecting this already vulnerable group is concerning, which could provoke the regression of the progress gained in recent decades.

Victims of discrimination due to racial or ethnic origin, sexual orientation and gender identity.

As stated by the Council for the Promotion of Equal Treatment and no Discrimination for Race or Ethnicity, although Spain could not be consid-

<sup>47</sup> Approved by Agreement of the Council of Ministers on 5 April 2013.

ered a particular racist country and, according to studies available, it is clear that the rejection and unequal treatment due to being an immigrant, ethnic Roma or simply due to the colour of their skins, occurs in part of society<sup>48</sup>.

Although there is no accumulated official data on the number of sentences or administrative judgments made which recognise discriminatory crimes or those concerning the commission of crimes motivated by race, xenophobia, homophobia or those relating to other causes of discrimination as set out in the statute, in recent years progress has been made in the collection of official data on this type of incidents, thanks to the launch of projects such as the Training Project for the Identification and Recording of Racist or Xenophobic Incidents (FIRIR in its Spanish acronym).

In this regard, in last few years and particularly since 2010, the Statistic Criminality System (SEC in its Spanish) has undergone a number of changes in order to record, obtain, analyse and extract statistical data on racist and xenophobic incidents, which in 2012 amounted to 261 cases<sup>49</sup>.

The existence of these undesirable behaviours is confirmed further when analysing the cases handled by the network of help centres for victims of discriminations of the Council<sup>50</sup>. Thus, in 2011 the number of discrimination incidents handled rose considerably: in 2010 an average of approximately 49 cases were handled each month, i.e. a 48% increase.

In general terms, victims of incidents of discrimination are mostly aged between 26 and 35 years (24%) and 36 to 45 years (16%), although it is noteworthy that 39% of cases affected all age ranges. No gender differences were detected. When these are individual incidents, victim of Maghreb origin are the most discriminated against (27%), followed by ethnic Roma people (17%), Andean South Americans (16%) and those of Sub-Saharan origin (15%). When these are collective incidents, ethnic Roma victims are the most discriminated against (46%), followed by those of any origin other than Spanish (21%) or any other non-EU foreign origin (9%).

Beyond the data, the various studies carried out on the way in which different people perceive discrimination has shown that it is more frequent than it may seem, and that it can occur in the most varied of circumstances and in very different ways, both in public and in private. The crisis has also

<sup>48</sup> In this respect, see the Council for the Promotion and Equal Treatment and no Discrimination due to Race or Ethnicity (2011). *Conferencia 2011 El papel de los organismos de igualdad en la lucha contra la discriminación étnica y racial Documento de reflexiones y retos clave*.

<sup>49</sup> Ministry of the Interior (2013). *Anuario Estadístico del Ministry of the Interior 2012*. Pages 262-263.

<sup>50</sup> Council for the Promotion of Equal Treatment and no Discrimination (2012). *Red de centros de asistencia a víctimas de discriminación por origen racial o étnico. Memoria anual de resultados 2011*.

exacerbated the situation, with high unemployment levels breeding racist and xenophobic attitudes among the population. Employment<sup>51</sup> is precisely the area in which people tend to feel most discriminated against due to their racial or ethnic origin and, in particular, in access to employment followed by job conditions. The group experiencing most discrimination are those of Sub-Saharan origin (64%). They are followed by Andean community, the Roma and the Maghreb communities and those of Eastern European origin (around 50%). On the other hand, according to information published by the Ministry of the Interior, data recorded in 2012 on racist/xenophobic incidents revealed a total of 261 recorded cases.

Lastly, one of the groups which suffers discrimination to the greatest extent in a number of different settings is the LGBT community (lesbian, gay, bisexual and transgender). According to a report prepared in 2013 for the Madrid LGBT Association (COGAM in its Spanish acronym) and the State LGBT Federation (FELGBT) and based on a survey carried out with 703 respondents<sup>52</sup>, 45% of LGBT people have felt discriminated against in the course of their everyday lives. This is particularly significant in the realm of leisure activities (bars, restaurants and other public establishments). Likewise, nearly one in three LGBT persons has felt discriminated against in his or her workplace. The difficulty of proving discrimination due to sexual orientation or gender identity leaves this group effectively defenceless, thus increasing their degree of vulnerability. The report also shows high levels of discrimination in various areas of service provision (44.6%), yet the most worrying data comes from the education system: 76% acknowledge having suffered discrimination due to sexual orientation and/or gender identity.

## Persons with addiction problems

Addiction problems are definitely a contributing factor to the causes of social exclusion. According to data from the Spanish Observatory of Drugs and Drug Addictions<sup>53</sup>, legal substances (alcohol and tobacco) are the most consumed by the both general population and by students. Among adults,

<sup>51</sup> Council for the Promotion of Equal Treatment and no Discrimination due to Race or Ethnicity (2013). *La percepción de la discriminación por el origen racial o étnico en el ámbito del empleo y la formación*.

<sup>52</sup> FELTGB and COGAM (2013). *Estudio 2013 sobre discriminación por orientación sexual y/o identidad de género en España*.

<sup>53</sup> Spanish Observatory of Drugs and Drug Addictions (2012). *Situación y tendencias de los problemas de drogas en España. INFORME 2011. Datos de las encuestas EDADES y ESTUDES de 2010*.

tobacco is consumed daily by 32.8% of the population, and alcohol 11.2%; in the last 12 months these figures have risen to 40.2% and 76.6%, respectively.

The most consumed illegal drugs are cannabis and cocaine, with usage extending among 9.6% of the population in the case of cannabis, and 2.3% for cocaine, with ecstasy being used by 0.7% of the population in the last 12 months. The consumption of illegal drugs has lowered somewhat, while the use of tranquilisers (5.5%) and sleeping tablets (3.6%) with or without prescription in the last 12 months was only beaten by alcohol, tobacco and cannabis, followed by illegal drugs (cannabis and hypno-sedatives without a prescription), and this has been the scenario since both surveys began.

Men consume more than women with respect to all substances, except hypno-sedatives which, curiously, twice as many women use as men. However, in recent years, teenage girls are closing the gap on boys with respect to use, and have already overtaken them in the consumption of alcohol, tobacco and non-prescription hypno-sedatives.

The drugs which have the youngest average first users, both for the general population and 14 to 18 years olds, are tobacco and alcohol in that order – a reality that has been consistent throughout a number of years.

With respect to alcohol and its usage among the youngest of the population, of 14-18 years old, recently an increase in high risk, intensive drinking has been detected (high-risk drinkers, drunkenness and binge drinking). Indeed, 52.9% of respondents aged 14-18 years admitted to have been drunk in the last year, and 35.6% in the past month; yet if we consider just those who admitted to having consumed alcohol in the past month, the number of alcohol intoxications reaches 50.3%.

The drug which creates the greatest demand for attention and assistance (excluding alcohol) is cocaine, followed by opiates and cannabis (44.0%, 34.3% and 18.1%). In turn, the weight of alcohol on the total requests for treatment is ever-increasing, taking second place among the substances most frequently requiring urgent medical attention.

## Prisoners and ex-prisoners

The prison population in Spain in 2012 reached 68,567 people, according to data from the Ministry of the Interior<sup>54</sup>. 92.4% of this population were men, and the remaining 7.6% women. By nationality, there is a strong foreign population (22,893 inmates) representing 33.4% of the total prison population, a high percentage if compared with the share of foreign people in the

<sup>54</sup> Ministry of the Interior (2013). *Anuario Estadístico 2012*.

total general population (13% of the Spanish population aged 15 to 64 years 2013).

The Report by the Spanish Red Cross (2012) on social vulnerability identifies the socio-demographic profiles of those prisoners and ex-prisoners participating in programmes that it organises, showing that typical profile is male (65% of participants), aged between 20 and 45 years old, unemployed (63%), with no more than secondary education (45%) or primary education (32%), with children (23% with large families), Spanish (39%), or Latin American (19%) or Maghreb (17%). The report also identifies the risk level (vulnerability) of this group as high, particularly due to economic risk.

# III. Targets and actions

## 1. Strategic focus of active inclusion

STRATEGIC TARGET 1. Drive socio-labour inclusion through jobs for the most vulnerable, taking into consideration families with children at risk of exclusion

*The strategy adopted by the PNAIN 2013-2016 based on active inclusion lies in the concept that access to quality employment is a deciding factor in achieving a cohesive society. Although it is true that having a job is not alone sufficient to guarantee the eradication of poverty and social exclusion, joblessness or precarious employment often becomes the origin of poverty and social exclusion and, consequently, social inequality, particularly in the current economic context.*

*The repercussions of difficulties accessing quality employment are multiple. Firstly, lack of sufficient income leading to economic poverty and an inability to obtain basic goods and services for a dignified life (food, housing, etc). This situation is also exacerbated by the fact that, often, lack of employment does not only affect the person in question, but the whole family, especially children. Secondly, unemployment, particularly when long-term, is destructive to the employability of the person, thus making the person progressively less employable as their unemployment continues and their professional skills become obsolete, thus damaging even further their possibilities of labour insertion. Lastly, the personal, family and social effects of unemployment cannot be forgotten (destruction of self-esteem, increased family conflict, social stigma, etc), thus increasing the trigger factors of social exclusion.*

*Gaining access to quality employment for society's most vulnerable sectors does not only mean improving living conditions, but also contributes to removing the traps of poverty, avoiding what were originally temporary situations becoming chronic, and activating people, using their human capital, their possibility to generate an income and thus contribute to society and the sustainability of the Welfare State.*

*The economic crisis and the persistence of a segregated labour market have had a profound impact on poverty and social exclusion, creating high levels of unemployment with a double impact. On the one hand, there is a new profile of poverty associated with job loss, with long term unemployment, with the danger of an aggravated and chronic situation that greatly depends on the possibility of finding decent work, and which is the cause of there being a certain group of people hovering around the poverty threshold. On the other*

*hand, the unfavourable economic climate worsens still the job opportunities for the most vulnerable and excluded from the labour market, which means that they begin with even poorer levels of employability.*

*However, these difficulties by no means entail leaving these groups cast aside. Quite the opposite, it means that it is more necessary than ever to double down efforts to coordinate active employment policies and adapt these to the needs of the vulnerable, also taking the position that everyone is potentially employable. For this reason, the PNAIN 2013-2016 focuses with special intensity on achieving better employability by rolling out personalised insertion pathways, reinforcing professional training but also incentivising the hiring of those with the greatest difficulties in finding a job, via bonuses.*

*The active inclusion strategy and the improved effectiveness of active employment policies require better coordination between employment services and social services, since the latter are in closest contact to vulnerable people and, very often, when employability levels are very low there must be a first instance intervention from a social perspective, partly to improve skills needed as a recourse to employment. The design and implementation of coordination protocols as well as the roll-out of pathways conceived between employment and social services are key challenges, necessary at a time when resources are scarce and social innovation must be supported.*

*In such economic circumstances, where hiring is scarce and this is affecting the vulnerable most notably, the option of entrepreneurship and self-employment is an opportunity for insertion in the labour market and the creation of a more inclusive labour market. In this way, the Plan promotes these initiatives either through reinforcing technical support, entrepreneurial training, reduction of social security costs or easier access to financing.*

*Likewise, as a result of the excluded's need for labour and social inclusion, insertion and social economy companies have gained social and economic ground. In this way, they have been a key instrument for labour insertion and offer a working future for the vulnerable, through accompanied and progressive reinsertion in the ordinary labour market. The PNAIN 2013-2016 is fully aware of the importance of their role and, as such, launches actions to strengthen this role and once again support a more inclusive labour market.*

*In turn, labour guidance and intermediation is another key factor in the insertion of vulnerable people. It is also a challenge to strengthen public-private collaboration in this area, with the presence of authorised intermediation agencies in such a way that does not undermine the actions necessary to achieve the insertion of these groups with a lesser level of employability, who require greater intervention.*

*The gender perspective in this strategic target has been considered in terms of the greater difficulties faced by women to access and maintain jobs, contemplating specific actions and positive measures to bolster equal job opportunities between men and women.*

*In this sense, and in its aspiration to improve well-being and child poverty, the Plan also highlights the need to support those with family responsibilities, fostering individual and social co-responsibility, and including companies in this.*

*Lastly, in the context of socio-labour inclusion, special mention must be made of the essential role of the Social Action Third Sector as a key agent in the achieving of this target. Its important presence and work can be seen in the actions included.*

Operative target. 1. Adapt active employment policies to the specific needs of persons in a situation of social vulnerability, intensifying actions according to level of employability, fostering the acquiring of basic employability skills, through personalised employment and support pathways.

*Action 1.* Re-set active employment policies and concentrate them on those with the lowest levels of employability (the long and very long term unemployed, those whose maximum education level is compulsory secondary education) to prevent their permanent exclusion from the labour market and achieve their social and labour insertion.

*Action 2.* Strengthen active employment policies' actions in the territories with the greatest development difficulties and the lowest activity and employment rates, particularly for women, combining training, employment promotion and self-employment, labour guidance and intermediation and providing personalised accompaniment services.

*Action 3.* Encourage the hiring of the most socially vulnerable by providing bonuses for the hiring of the socially excluded and groups with particular difficulties (the unemployed over the age of 45, the disabled, victims of gender or domestic violence, etc.).

*Action 4.* Develop tools to value employability and cross-cutting skills of persons at risk of social exclusion to improve labour intermediation processes.

*Action 5.* Support the placement of the long term unemployed and, in particular, the over 45s by designing and rolling out dedicated measures for this group that promote professional recycling, incentives hiring and/or self-employment.

*Action 6.* Launch the “Youth guarantee”, under the European Youth Employment Initiative, in order that no more than four months after finishing studies or becoming unemployed, young people below the age of 25 receive jobs offers, training, apprenticeships or quality internships.

*Action 7.* Improve the employability of young people, allow for training and employment to be compatible by part-time hiring, the introduction of incentives for traineeship contracts, professional training alternating with employment, or dual professional training. To do so, promoting the develop-

ment of the training and apprenticeship contract, by virtue of the plans laid out in the Youth Employment and Entrepreneurship Strategy 2013-2016.

*Action 8.* Foster job continuity of workers over the age of 55 years by treating them as a priority group in active employment policies of the public employment services, the promotion of partial retirement and substitution contracts, the introduction of bonuses for the maintenance of employment and protection from collective layoffs, in line with the Comprehensive Strategy for Employment of Older Workers 2012-2014 and Royal Decree Act 5/2013, of 15 March, on measures to favour an on-going working life for older workers and to promote active ageing.

*Action 9.* Implement programmes to improve employability, access and stability of jobs or self-employment for women belonging to particularly vulnerable groups and/or with low levels of employability (victims of gender violence, heads of family nuclei, over 45 year olds without qualifications, those belonging to ethnic minorities, immigrants, the disabled, prisoners y ex-prisoners or young people without qualifications), which include personalised itineraries taking into account the gender perspective, and accompaniment measures in collaboration with regional institutions and/or el Social Action Third Sector.

*Action 10.* Drive forward the implementation of the “Programme for socio-labour insertion of female victims of gender violence” and consider them a preferential group in collaboration agreements to promote and foster the employability of unemployed women signed by the Ministry of Health, Social Services and Equality and Territorial Administrations.

*Action 11.* Promote, in collaboration with companies, non-profit institutions and social economy and insertion companies, the performance of training and socio-labour insertion programmes aimed at women who have suffered gender violence, as well as awareness campaigns against gender violence. Along the same lines, continue to drive forward the initiative “Companies for a Society Free from Gender Violence”.

*Action 12.* Improve social and labour participation of women in rural areas, programming training to promote women’s greater and improved inclusion in the economy, through jobs and self-employment, and the social viability of their towns, stressing the value of cultural diversity and with the cooperation of local entities.

*Action 13.* Maintain public help and subsidies to foster labour integration of the disabled in specialist centres for employment and self-employed work.

*Action 14.* Incentivise the permanent hiring of the disabled by improving the measures currently in place for bonuses for employers in this kind of hiring.

*Action 15.* Strengthen training actions aimed at social partners, in accordance with the Comprehensive strategy against racism, racial discrimination, xenophobia and other forms of intolerance, with the aim of:

- a. Greatening awareness of legislation against racial or ethnic discrimination.
- b. Increasing knowledge of the rights of victims of racism and xenophobia in the workplace.
- c. Provide tools to manage diversity in companies, particularly SMEs.

*Action 16.* Develop, in collaboration with the Social Action Third Sector, employment access programmes for those in a situation or at risk of social exclusion, which:

- a. Combine various types of activities: information, guidance, training, knowledge of new information and communication technologies, labour practices and personalised itineraries of accompaniment and monitoring in the labour insertion process.
- d. Establish bridging structures, such as insertion companies, towards the standard labour market, in collaboration with the various social agents and labour intermediary services.
- e. Establish training programmes to improve access to employment for Roma people, whether as employees or self-employees.

*Action 17.* Promote projects, in collaboration with the Social Action Third Sector, aimed at promoting the employability of the most vulnerable, under the framework of actions linked to the European Social Fund.

*Action 18.* Carry out, with the support of the Social Action Third Sector, programmes aimed at increasing employability and labour integration of immigrants, asylum seekers, refugees and recipients of international protection, including but not limited to:

- a. Integrated development programmes for personalized labour insertion pathways.
- b. Programmes aimed at growing the social and labour insertion of immigrant women, victims of social and cultural barriers, empowering their ability to participate socially and to gain employment and improve their quality of life.
- c. Programmes aiming to eradicate the trafficking of persons for sexual or labour exploitation, which promote the insertion of victims in labour markets via socio-labour integration pathways and professional training.
- f. Programmes that facilitate social and labour insertion of immigrant families in rural, sparsely populated areas, via personalised selection, training and accompaniment processes.

- g. Programmes aiming to support professional diversification, including the creation of services offering information, advice, accompaniment, translation of documents and other steps necessary to verify and endorse studies gained in their countries of origin.

*Action 19.* Develop, in collaboration with the Social Action Third Sector, specific programmes to train and achieve employment for Roma people at risk of exclusion and, particular, Roma women and young people.

*Action 20.* Roll out socio-labour insertion programmes aimed at prisoners contained in open prisons and those on probation, including personalised insertion itineraries and labour guidance measures, meanwhile using the Social Action Third Sector for support.

*Action 21.* Cooperate with the Social Action Third Sector, within the scope and jurisdiction of each assigned department, to implement and design training programmes in rural areas, primarily for women, young people and the over 45s, with few qualifications or disabilities, in order to train them within their rural areas or offer new job opportunities.

*Action 22.* Maintain public subsidies for non-profit institutions to roll out experimental employment programmes.

#### **Entities implicated**

- Ministry of Agriculture, Food and Environment.
  - General Secretariat of Food and Agriculture.
    - o Directorate General for Rural Development and Forestries.
- Ministry of Employment and Social Security.
  - General Secretariat of Immigration and Migration.
  - Directorate General of Migrations.
  - Secretary of State for Employment.
    - o State Public Employment Service.
  - Secretary of State for Social Security.
    - o General Social Security Treasury.
- Ministry of the Interior.
  - General Secretariat of Penitentiary Centres.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Government Delegation for Gender Violence.
    - o Directorate General for Equal Opportunities.
    - o Directorate General for Family and Child Services.
    - o Youth Institute (INJUVE).
    - o Institute for the Elderly and Social Services (IMSERSO).
    - o Institute for Women (INMUJER).
- Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.
- Social Action Third Sector.

Operative target. 2. Establish effective coordination between employment services and social services, gaining greater proximity to vulnerable people.

*Action 23.* Agree, under the framework of the Social Inclusion Network, a coordination protocol between Local Entities and employment services for circulation as a reference tool among the Autonomous Regions and Cities of Ceuta and Melilla who wish to implement it.

*Action 24.* Drive the design and implementation of coordination protocols between Local Entities and employment services to act more effectively for the most vulnerable groups.

*Action 25.* Make progress in the design of “one-stop” schemes of employment and social services in order to offer comprehensive assistance in situations of vulnerability affecting families and individuals. Here, employment professionals and those of social services would work together to apply more streamlined, simplified social policies that are better coordinated, effective and efficient.

*Action 26.* Consider recipients of Minimum Insertion Income as a priority group for access to training and other active employment policies.

*Action 27.* Develop, strengthening coordination between employment services and social services, insertion pathways that include pre-work and work training and social accompaniments for those most excluded from the labour market.

*Action 28.* Progress in the implementation of cost offsetting programmes to help recipients of the Minimum Insertion Income gain access to training programmes without having to assume additional costs.

*Action 29.* Drive coordination programmes between base centres and employment centres to make registration, classification and liaison with the disabled easier.

#### **Entities implicated**

- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.
- Social Action Third Sector.

Operative target. 3. Promote and support entrepreneurship and self-employment as a labour integration option for vulnerable groups.

*Action 30.* Coordinate measures to provide incentives to self-employment among vulnerable groups in the framework of Act 14/2013, of 27 September, on support for entrepreneurs and their international development.

*Action 31.* Foster entrepreneurship among the young population as a form of socio-labour integration and by virtue of the Young Entrepreneurs and Employment Strategy 2013-2016, through instruments that provide incentives, support and help young people to project and develop their business initiatives (*Red social Emprande XL, Certamen Nacional de Jóvenes Emprendedores, App Emprendemos, etc.*) and via the introduction of bonuses in the Special Self-Employed Workers Regime and/or improved funding sources (micro-credits programme for young people, etc).

*Action 32.* Empower local-level innovative programmes, by disseminating best practices that help young job seekers to organise themselves into mutual support groups as a way to foster self-employment projects.

*Action 33.* Foster support measures to regularise and normalise undeclared professional activities, like refuse collection, with special attention to mobile trading, by:

- a. Reducing social security payments.
- b. Informing, advising and developing programmes that combine small investments, micro-credits and help to improve management, incorporating new technologies in sectors such as mobile trading and refuse collection, in collaboration with the Third Sector.

*Action 34.* Roll out self-employment access programmes for persons in a situation or at risk of social exclusion, with the support of the Social Action Third Sector, in order to:

- a. Foster self-employment of excluded persons, via access to micro-credits, with advice on how to apply for these and how to launch business projects.
- b. Support entrepreneurs, by creating specific training for self-employment and company management.
- c. Greater training for small business owners in the sustainable maintenance of self-employment activities for the Roma population, such as mobile training.

- d. Prepare and accompany employment initiatives for immigrants, with special consideration for those aimed towards the social economy.

#### Entities implicated

- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
    - o Autonomous Regions and Cities of Ceuta and Melilla.

Operative target. 4. Support insertion companies and social economy companies in their social and labour inclusion targets for those suffering the greatest difficulties in accessing normalised employment.

*Action 35.* Foster self-employment as working partners in cooperatives and employee-owned social companies suffering difficulties in accessing employment through the granting of direct aid and subsidies.

*Action 36.* Support the creation and maintenance of insertion companies through subsidies and payments for hiring, in application of Act 44/2007, of 13 December, to govern insertion companies.

*Action 37.* Promote the incorporation of unemployed persons under the age of 30 into social economy and insertion companies, pursuant to Act 11/2013, of 26 July, on support measures for the entrepreneur and the stimulation of job growth and creation, through discounts on employers' social security payments.

Operative target. 5. Adapt labour guidance and intermediation by public employment services and placement agencies to the requirements of each person, with the support of the Social Action Third Sector.

*Action 38.* Arrange agreements between public employment services and authorised intermediary agencies that specifically comprehend the activities to be carried out with the most vulnerable, in order to improve their employability.

*Action 39.* Strengthen labour guidance and intermediation services for young people through the creation of the “Single Employment Gateway” designed to provide nationwide information on employment offers.

*Action 40.* Improve the skills of professionals attending to persons at risk of social exclusion for their labour inclusion, on specific problems of these groups, highlighting the importance of socio-labour integration and the impact of equal opportunities and treatment in access to employment.

*Action 41.* Equip technical personnel in charge of employment programmes in order to design personal socio-labour insertion itineraries for women experiencing particular difficulties in obtaining employment.

*Action 42.* Maintaining the employment service in IMSERSO centres, aimed at improving labour insertion possibilities for those with physical or sensory disabilities, through process for active employment management and fostering of cooperation between companies and the disabled.

*Action 43.* Progress, under the framework of the Social Inclusion network, in defining the social exclusion scenario, to facilitate labour intermediation for persons in an exclusion scenario.

#### **Entities implicated**

- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Equal Opportunities.
    - o Directorate General for Family and Child Services.
    - o Institute for Women (INMUJER).
    - o Institute for the Elderly and Social Services (IMSERSO).
- Autonomous Regions and Cities of Ceuta and Melilla.
- Companies.
- Social Action Third Sector.

Operative target. 6. For persons with family responsibilities, particularly those with significant needs (families with children under the age of three, single parent families, large families or those with dependents) facilitate access to and maintenance in the labour market, with equal conditions, by coordinating support measures

for reconciliation of family and working life, fostering employer co-responsibility and making working hours rational and flexible.

*Action 44.* Foster the participation of special agents in promoting work, family and personal life balance, with special attention for the needs of the most vulnerable families.

*Action 45.* Prepare a diagnostic report on the needs and requirements for reconciliation, and co-responsibility, in particular for families with greater responsibilities arising from the care of children.

*Action 46.* Increase the level of supervision of companies' compliance with parents' right to reconcile their personal and family life, undertaking measures to facilitate childcare.

*Action 47.* Perform and circulate awareness programmes to foster positive parenting and individual co-responsibility between men and women, with respect to the domestic setting and the care of children and dependent persons.

*Action 48.* Incentivise the incorporation of work, family and personal life balance measures in companies, particularly those referring to the care of under three year olds, through the institution of equality plans, the fostering of Corporate Social Responsibility with respect to their role as employers, and more.

*Action 49.* In the context of the preparation of the future Equality Plan of the General State Administration, favour assistance for children and dependent persons, in relation to the measures on working hours and schedules, and in the framework of actions to improve work, family and personal life balance of public employees.

*Action 50.* Value and publicly recognise through the "Equality in the Workplace" mark, all those companies that have adopted policies to give greater flexibility of space and time for a better work life balance.

*Action 51.* Maintain bonuses on social security contributions for the hiring of persons who care for large families.

*Action 52.* Maintain bonuses on company social security payments for temporary contracts entered into with unemployed persons to substitute workers during leave for maternity, adoption and pre-adoption or permanent fostering, high risk pregnancy, high-risk breast feeding or paternity leave.

*Action 53.* Extend, in collaboration with Social Action Third Sector entities, offers for socio-educational assistance services for children aged 0 to 3 years in order to provide the possibility of labour insertion and ease work, family and personal life balance.

### Entities implicated

- Ministry of Education, Culture and Sport.
  - Secretary of State of Education, Professional Training and Universities.
    - o Directorate General of Territorial Evaluation and Cooperation.
- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
  - Sub-secretariat of Employment and Social Security.
    - o Directorate General of Labour Inspection and Social Security.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Equal Opportunities.
    - o Directorate General for Family and Child Services.
    - o Youth Institute (INJUVE).
    - o Institute for the Elderly and Social Services (IMSERSO).
- Autonomous Regions and Cities of Ceuta and Melilla.
- Social Action Third Sector.

## STRATEGIC TARGET 2. Guarantee a benefit system that will economically support vulnerable persons and bring down child poverty

*It is inherent to a Welfare State as in Spain to assume the responsibility to establish an income guarantee policy to cover the basic needs of the most vulnerable who lack the economic resources to do so themselves. The active inclusion strategy undertaken by the PNAIN 2013-2016 is precisely based not only on the need to activate persons in vulnerable situations in order to achieve their social inclusion, but to complete this with economic support.*

*As such, what is advocated is a system of economic benefits that depends on the needs of persons, their family circumstances and with emphasis on fighting against child poverty. In the construction of this social protection system, the Minimum Insertion Income complemented by some additional social interventions and accompaniments, such as social emergency programmes, becomes an essential social cohesion mechanism, preventing many people from falling short of basic goods and services. In this respect, the targets set by the PNAIN 2013-2016 are, in the first instance, to push forward in configuring the income guarantee system as a subjective right. In the second instance, reaching adequate coverage of minimum income is*

*a challenge, taking into account the crisis scenario. Additionally, and under the framework of the active inclusion strategy, the approach adopted is for work to be profitable and for the measures to make the receipt of benefits compatible with low paying jobs. Lastly, the more efficient management of these incomes is sought.*

*The maintenance of the non-contributory pensions system, with the consequent gender impact, is another foundation upon which the income guarantee system rests. In this way, progress in favour of the sustainability of the Welfare State in general and, in particular the pensions system, seeks to maximise the contributory element, but always whilst guaranteeing an appropriate redistribution of wealth.*

*In addition to pensions and with the same aim of guaranteeing minimum income, but in this case joined to activation in job seeking, in January 2012 the Professional Requalification Programme (PREPARA in its Spanish acronym) was extended. This programme is targeted at those who have exhausted their unemployment benefit. The extension began on 16 February and ran until 15 August, with regulations allowing for a possible automatic extension at six month intervals whenever the unemployment rate, according to the Active Population Survey (EPA in its Spanish acronym) reaches more than 20%. This measure is an additional protection measure justified by the condition of the Spanish job market, and allows recipients to have personalised, one-to-one treatment for their labour insertion.*

*On the other hand, and with the same purpose of insuring income, the Active Insertion Income programme (RAI in its Spanish acronym), whose target is to increase the chances of unemployed workers with special economic needs who experience difficulties in finding a job returning to employment. Receipt of this income is linked to the performance of active employment policy actions.*

*Definitively, the support for activating employment as a social insertion mechanism, in the context of the active inclusion strategy of the PNA-IN 2013-2016, is inextricably linked to the need to bind income guarantee policies and the coordination of active employment policies, to support social and/or labour insertion. Accordingly, it concerns a model of dual rights (economic protection and insertion) with separate logics. Its development responds to the idea that there are persons who do not have a job and who will find it extremely difficult to be in the condition to be able to have one. As such, the opening attitude is that their situation of exclusion is so severe that it cannot directly be activated, and their incorporation into the world of work is less urgent than improving their social and living conditions. That said, the central role of employment as means of social insertion is never forgotten.*

Operative target. 2. Obtain suitable economic benefits that account for the needs of individuals and their families, particularly families with children under the age of 18 and with scarce resources.

*Action 54.* Progress in consolidating the income guarantee system as a subjective right.

*Action 55.* Maintain a system of social insertion economic benefits developed by the Autonomous Regions in response to the needs of families according to number of children, and to make progress in improving their management.

*Action 56.* Establish tools to monitor and appraise personalised social insertion programmes linked to the receipt of minimum income in order to discover the degree that the planned insertion actions have been real and effective.

*Action 57.* Establish a system of collaboration, through technical co-operation, between Autonomous Regions and the Cities of Ceuta and Melilla for people to receive minimum insertion income to be able to relocate without losing their benefits.

*Action 58.* Improve social emergency programmes managed through local social services aimed at alleviating exception situations and basic needs of individuals or family units and which require an immediate response.

*Action 59.* Develop, through collaboration among Public Administrations and social entities, specific strategies that assure that the most vulnerable and, in particular, the homeless, have access to the minimum income system.

*Action 60.* Consolidate the non-contributory old age and disability pensions systems that contribute to covering basic needs and, in particular, those persons with recognised disabilities of more than 75% who require help to perform everyday tasks.

*Action 61.* Performance of a study to appraise, from the gender perspective, the current pensions system in order to determine its impact on men and women and, in particular, the effect of women suspending pension contributions during their professional lives in order to care for children or dependents, as well as difficulties in achieving a balance between personal, family and professional lives.

*Action 62.* Pass a law to entirely reorganise social security non-contributory pensions, in order to improve their coverage, more clearly establish the scope of benefits and to introduce new areas of protection to begin to fill some of the gaps detected, as well as move forward in reunifying information on public social benefits in order to make efficiency gains.

*Action 63.* Strengthen the food payment guarantee fund to guarantee, for children below legal age and children above legal age and with a

disability of 65% and above, belonging to vulnerably families lacking income, the payment of all those foods identified in the judicial resolution of judicially approved arrangement, when the obliged individual fails to pay for these foodstuffs.

#### Entities implicated

- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
  - Secretary of State for Social Security.
    - o National Social Security Institute (INSS).
    - o General Social Security Treasury.
- Ministry of the Treasury and Public Administrations.
  - Secretary of State for Budgets and Expenditure.
    - o Directorate General of Personnel Costs and Public Pensions.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Equal Opportunities.
    - o Directorate General for Family and Child Services.
    - o Institute for the Elderly and Social Services IMSERSO).
- Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.

Operative target. 8. Establish measures aimed at binding economic benefits and social services to active employment policy measures, when the individual in question is of working age and able to work

*Action 64.* Drive technical cooperation with the Autonomous Regions and the Cities of Ceuta and Melilla, with respect to the Minimum Insertion Income, in order to deepen knowledge of the effect of this income on active inclusion and improving the effectiveness of labour insertion measures within these programmes.

*Action 65.* Foster, through identifying best practices, minimum or basic income recipients being able to combine this with a low paid, part-time or temporary job, thus making the two incomes compatible and showing that “work always pays”.

*Action 66.* Maintain, according to applicable regulations, the “Active Insertion Income Programme” strengthening the effective application of the beneficiaries’ right to an active employment policy in order to improve

their employability and labour insertion possibly, simultaneously ensuring a minimum income level, particularly for those with special difficulties – the disabled, victims of violence and the long term unemployed.

*Action 67.* Continue to pursue the implementation of the PREPARRA Programme, in accordance with legislation in force and until the unemployment rate according to the Active Population Survey (EPA), drops below 20%, strengthening measures aimed at giving personalised, one-to-one treatment for the unemployed person to achieve their labour insertion.

#### Entities implicated

- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.

**STRATEGIC TARGET 3.** Guarantee the provision of basic services to the whole population, with special focus on the most disadvantaged groups, particularly those of social services, education, healthcare, housing and the information society.

*The third foundation of the active inclusion strategy is the improvement of and guarantee to access to more directly related public services that contribute to social cohesion to a greater extent. The provision of these services seeks to improve the situation of the most vulnerable in order that they may overcome the structural obstacles that impede or pose difficulties to their participation in the job market and in society.*

*In this regard, there is consensus that social, healthcare, education and training services and, in the long term, social insertion, health and housing, among other are fundamental elements to foster active social inclusion. These services, considered indispensable, are organised according to the principles of universality, solidarity and accessibility, guaranteeing that the way they op-*

*erate meets the specific needs of the groups at greatest risk of social exclusion and that they meet all territories – rural and outskirts included.*

## A. Social services

*Social accompaniment is an essential tool to face the problems and fragilities resulting from already existing vulnerability and social exclusion, as well as a preventive measure to avoid severe exclusion processes becoming chronic.*

*Additionally, at a time such as the current economic crisis, it is important to guarantee social accompaniment to the most vulnerable, via public social services provided on the basis of collaboration between Administrations in order to make them the most effective and efficient services possible. For this reason the maintenance of the Basic Benefits Plan is of particular importance.*

*The current economic and budgetary context is precisely the challenge posed to social services insofar as they are more necessary than ever to meet the growing needs arising from the economic crisis, hence why social emergency programmes have been launched in collaboration with the Social Action Third Sector, with support from the Fund for European Aid to the Most Deprived. On the other hand, efficiency gains are essential, fostering social innovation in the area to successfully meet the needs of the most vulnerable.*

*In order to improve efficiency, information systems are a fundamental tool due to revealing the true needs of vulnerable citizens, and making the necessary adaptations for the best response, which is precisely why they must be perfected.*

*Lastly, the fight against child poverty and exclusion requires a different and prominent role in social services. Defined priorities in this PNAIN 2013-2016 are to encourage intervention in the families itself, hence the preparing of a Comprehensive Plan for Family Support and, on the other hand, the strategic action of strengthening coordination between social and education services..*

Operative target. 3. Strengthen efficiency and access to social services to improve assistance to the most vulnerable.

*Action 68. Maintain the network of social services of the Agreed Plan for Basic Provision of Social Services through basic provisions of: information and guidance and support for the household unit, domestic assistance and quality of life in the personal environment, social integration in the community and encouraging solidarity, prevention and social insertion and alternative accommodation (shelters).*

*Action 69.* Assist families with children in situation of severe material deprivation through social services under the framework of the Agreed Plan for Basic Provision of Social Services.

*Action 70.* Develop and manage the new Fund for European Aid to the Most Deprived (FEAMD) to respond to not only material deprivation and homelessness, but also promote and include accompaniment measures for social inclusion.

*Action 71.* Drive the development of Social Inclusion Plans in force in Autonomous Regions and the cities of Ceuta and Melilla and Local Corporations.

*Action 72.* Drive the diffusion of best practices on good use and good quality of social services under the framework of the Social Services Benchmark Catalogue.

*Action 73.* Guarantee that poverty is not the sole justification of the declaration of child abandonment, giving priority to making sure they remain in the family home and giving support to the family to help them perform their duties and meet their responsibilities.

*Action 74.* Collaborate in promoting and developing programmes managed by non-profit entities, in accordance with the National Strategic Child and Adolescence Plan 2013-2016, aimed at supporting families in situations of particular difficulty or social vulnerability.

*Action 75.* Promote programmes for comprehensive assistance to socially excluded families and children, with social services flexibly and effectively matching dedicated assistance to families and intensifying actions performed for the most vulnerable groups (minors in families of foreign origin, single parent families, large families, families with unemployed members, minors under guardianship transitioning to their independent lives, among other groups).

*Action 76.* Develop social accompaniment measures targeted at persons in a situation of social exclusion, in order that they acquire skills to live and co-inhabit in normalised housing.

*Action 77.* Drive programmes for social insertion apartments offering temporary accommodation and support to the most vulnerable during their process of social insertion.

*Action 78.* Strengthen the Roma Development Programme via agreements between the Ministry of Health, Social Services and Equality and the Autonomous Regions and Cities of Ceuta and Melilla, with the aim of assisting in the severe material deprivation of Roma families with children.

*Action 79.* Perform communication and awareness actions aimed at the general population to break down prejudice and stereotypes that directly affect vulnerable groups, in particular the Roma population, in order to achieve an inclusive image of these groups.

*Action 80.* Foster financial education both in the preventive aspect, via formal education or other training tools, and the reparative aspect, via guidance and technical advice to heavily indebted families.

*Action 81.* Drive, in collaboration with Social Action Third Sector institutions, social emergency programmes aimed to covering the basic needs of persons in a situation of poverty and social vulnerability, such as:

- a. Programmes aimed at establishing and/or maintaining soup kitchens, delivering food and other basic goods (clothing and hygiene products).
- b. Mediation, support and advice programmes for the most vulnerable families to prevent their housing exclusion.
- c. Programmes aimed at supporting the mental health of the most vulnerable.
- d. Programmes to train volunteers to intervene and assist in situations of social emergency.

#### **Entities implicated**

- Ministry of Justice.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Equal Opportunities.
  - Directorate General for Disability Support Policies.
    - o Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.
- Social Action Third Sector.

**Operative target. 10.** Improve information systems for social services, more efficiently allocating resources in order to provide an optimum response to the needs resulting from situations of risk of poverty and exclusion.

*Action 82.* Agree with Autonomous Regions and Cities of Ceuta and Melilla the social variables that define a situation of risk of poverty and social exclusion.

*Action 83.* Perfect the SIUSS IT application, using agreements adopted in the technical cooperation group created to such end, in order to fa-

cilitate decision making as to the most suitable distribution of resources of social services and other social action areas (housing, education, etc.) to best assist the most vulnerable groups.

*Action 84.* Facilitate the automated exchange of information by coordinating and liaising between the various levels of administration within the social services' Public System, and improve compatibility and inter-operability of information systems.

#### **Entities implicated**

- Ministry of Education, Culture and Sport.
  - Secretary of State of Education, Professional Training and Universities.
    - o Directorate General of Territorial Evaluation and Cooperation.
- Ministry of Health, Social Services and Equality.
  - General Secretary for Healthcare and Consumer Affairs.
    - o Directorate General of Public Health, Quality and Innovation.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Disabled Support Policies.
    - o Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.
- Social Action Third Sector.

**Operative target. 11. Grow intervention within families in cases of child vulnerability, through the launch of action protocols and strengthening coordination between social services, education services and health services to rapidly and effectively respond to the most vulnerable families.**

*Action 85.* Prepare the Comprehensive Family Support Plan which focuses on families experiencing particular vulnerability.

*Action 86.* Establish effective coordination and action protocols necessary between social services, education and health services that establish equity from the onset and a good start in life for all children, with specific measures to prevent and respond to situations of vulnerability.

*Action 87.* Develop a Plan to assist children below the age of 3 years in a situation of dependence, with domestic assistance or, when appropriate, economic benefits; guarantee places in infant school or socio-educational centres, which have their own programme of support and training for carers.

*Action 88.* Define models of intervention with excluded children, which include children and adolescents as key participants in both the approach and the design.

*Action 89.* Establish homogenous criteria to determine situations of risk, via blanket protocols for the intervention with minors and their families.

*Action 90.* Drive the application of protocols and other measures to improve assistance and intervention in cases of child abuse, including children whose mothers have been victims of gender violence.

*Action 91.* Establish cooperation mechanisms between the corresponding authorities in social welfare and education within the Autonomous Regions and Cities of Ceuta and Melilla for specific assistance or support for school children who come from socially deprived families or areas, in a situation of risk, or who are subject to familiar intervention or protection measures.

*Action 92.* Optimise residential protection resources for children and adolescents, favouring specialised centres and strengthen the figure of the educator, and installing uniform quality standards.

## B. Education

*Education is one of the earliest socialisation elements, and also partly determines the future development of the child. Accordingly, the strengthening of active inclusion faces a number of challenges concerning education.*

*In the first instance, the need to guarantee access and endurance of education for the most vulnerable children must be stressed, as otherwise their situation of social exclusion will only be perpetuated. In this context, school meal subsidies and financial support for books and school materials or the adaptation of the education process to the needs of certain social groups of other cultural and ethnic origins are necessary policies to make equal opportunities a reality.*

*On the other hand, the fight against academic failure and absenteeism is key. In many cases, family, social and even cultural problems seep into the child's academic life, causing poor academic results and partly causing the abandonment of studies. Preventive actions and programmes to strengthen on-going studies, particularly for certain groups such as the immigrant or Roma population, have become fundamental elements in the fight against these phenomena.*

*Likewise, the PNAIN 2013-2016, in line with the Europe 2020 Strategy which sets specific education targets (reduction of early school leaving to 15% and 44% of persons aged between 30 and 34 years having higher education studies), also focuses on the reduction of early school leaving and backs the*

*introduction of incentives for young people to return to the classroom. To do so, the development of specific programmes and alternative training paths are encouraged.*

*In this context, where education is seen to be an integral factor strengthening social cohesion, professional training is also highly important due to the deficit of training in Spain compared to the rest of Europe. Professional training improves levels of employability and provides opportunity for access to the labour market, which has a particular impact on the young population. As such, the development of dual professional training is promoted as a successful mechanism to strengthen professional qualifications among the young, combining learning processes in companies and the learning centre, bringing companies closer to students and adapting training to the demands of production sectors and the particular needs of companies.*

*In turn, as well as encouraging the training of the young population, in the area of education the PNAIN also touches on the importance of lifelong training and education, as well as access to culture. As there is a direct relationship between greater training and cultural levels and access to employment, the active inclusion strategy must strengthen the mechanisms that allow the most vulnerable to acquire more skills and improve their employability.*

**Operative target. 4. Assure access and commitment to the education system in equal conditions, as well as improve school performance and fight against academic failure and absenteeism, in particular paying attention to children of the most vulnerable families, and the prevention of early school leaving.**

*Action 93. Include a social exclusion risk evaluation in admission criteria for infant school.*

*Action 94. Guarantee the necessary resources for completion of second stage infant school by all and foster the importance of this through awareness campaigns with particular attention to children of the most vulnerable families, and in particular, the Roma population.*

*Action 95. Continue to pursue the development of the “Territorial Cooperation Programme” to finance books and learning materials in compulsory education, in order to guarantee access to education for low income families, those with greater family responsibilities or in more disadvantaged socio-economic situations.*

*Action 96. Contribute, from public administrations, to the reduction of child education costs, such as uniforms, learning materials and meals for families with special economic needs, and in particular recipients of Minimum Insertion Income.*

*Action 97.* Maintain an adequate number of grants and study aids, with priority to extending compensatory allowances.

*Action 98.* Maintain specific school and out of school support programmes: reinforcement, support in and out of classroom, co-tutoring, flexible timetables and groups, and others that favour academic success in primary education in the key areas of reading comprehension, foreign languages and maths.

*Action 99.* Establish preventive and support actions aimed at avoiding early school leaving by the most vulnerable or disadvantaged of the population, such as the case of immigrant children of Roma children, based on analysis of best practices which have achieved on-going assistance in schools, the dissemination of results and promoting their application.

*Action 100.* Foster, in collaboration with the Social Action Third Sector, street-level education programmes and socio-cultural promotion for the prevention of absenteeism and early school leaving, using the participation of children themselves.

*Action 101.* Drive the creation of diversity promotion plans in education centres as a socio-educations inclusion and school bullying prevention tool.

*Action 102.* Foster, in collaboration with the Social Action Third Sector, policies against segregation, to bolster comprehensive schooling, promoting educational integration, guaranteeing access and commitment to the education system under equal conditions, regardless of racial or ethnic origin, and removing bad practices.

*Action 103.* Drive coordination between education centres, social services and the Social Action Third Sector in order to prevent early school leaving in vulnerable families and intervene should this take place.

*Action 104.* Develop programmes to promote universal schooling and increased academic success of Roma pupils, both in primary education and secondary education.

*Action 105.* Reduce absenteeism among Roma children in primary education, by virtue of the National Roma Integration Strategy in Spain 2012-2020, with the collaboration of NGOs that work with the Roma population.

*Action 106.* Support, in collaboration with the Social Action Third Sector, the education of the immigrant population via the roll out of programmes aiming to:

- a. Promote integration and intercultural co-existence to contribute to offsetting inequalities or meeting the special educational needs of young immigrants.
- b. Prevent school absenteeism through intervention in social risk situations.

- c. Learn the language and culture of the adopted country whilst maintaining the culture of the origin country, as well as other learning and inter-cultural actions.
- d. Foster participation by immigrant families in the education of their children and activities developed by the educational community.
- e. Teacher training in inter-cultural areas.

*Action 107.* Foster the granting of awards for centres that aim to increase the design and implementation of plans and projects for: fostering school co-existence, the promotion of applied technologies, the fostering of inclusion of pupils with special educational needs, the development of reading, writing and audio-visual skills, boosting appropriate environment management and sustainability, favouring comprehensive health and improved educational excellence.

#### Entities implicated

- Ministry of Education, Culture and Sport.
  - Secretary of State of Education, Professional Training and Universities.
    - o Directorate General of Territorial Evaluation and Cooperation.
    - o Directorate General of Professional Training.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Youth Institute (INJUVE).
- Autonomous Regions and Cities of Ceuta and Melilla.

**Operative target. 13.** Foster actions targeted at those who have abandoned their studies to return to formal education and/or obtain better qualification through other channels.

*Action 108.* Significantly increase Post-compulsory Secondary Education with the purpose of getting closer to the European target of reducing early school leaving for 2020, indicating that 90% of young people aged 18 to 24 years must have completed all secondary education or mid-level professional training, via:

- a. Implementation of alternative training paths, via Education System Professional Training, for pupils at risk of not reaching Compulsory Secondary Education targets.

- b. Launch of awareness campaigns for young people and their families on the importance to continuing upper secondary education studies of mid-level Professional Training, with the support of the Social Action Third Sector.

*Action 109.* Promoting professional training among the youngest people and, in particular, pupils over the age of 16 who have not graduated from Compulsory Secondary Education (ESO in its Spanish acronym) through training in professional, specialist workshops, principally workshop schools for the under 25s and job workshops for the over 25s.

*Action 110.* Foster the use of the “Youth in action” programme as a tool to favour social inclusion, active citizenship and employability of young people with fewer opportunities by developing projects in which these young people play an active role, as well as awareness actions and exchange of best practices.

**Operative target. 14. Boost Professional Training to reach enrolment levels comparable with European levels and foster Dual Professional Training at the same time.**

*Action 111.* Broaden the supply of programmes under the Education System’s Professional Training, in order to offer new alternative training to the under 15s who have not graduated from Compulsory Secondary Education, with the purposes of achieving appropriate preparation for incorporation into the job market, as well as continuity in the education system through Professional Training.

*Action 112.* Update the Catalogue of Professional Training Qualifications in such a way as to create an attractive offering for students that is adapted to the requirements of the various production sectors, thus achieving a higher rate of longevity in the education system, ending with their completion of compulsory education.

*Action 113.* Continue to modernise Professional Training, in coordination with the Ministry of Employment and Social Security, with the Autonomous Regions and Cities of Ceuta and Melilla and, above all, the business owners, trade unions and professional associations, in accordance with the National System of Qualifications and Professional Training.

*Action 114.* Strengthen the offering of specific training and insertion programmes for under 30 year olds, to help them obtain professional certifications, or a number of different training offers that allow pupils to gain professional certificates or job promises.

*Action 115.* Increase offers of training and develop, in collaboration with Autonomous Regions, National Reference Centres and Integrated Professional Training Centres which combine non job-related Professional Training and training for jobs linked to the National Professional Qualifications Catalogue.

*Action 116.* Give incentives to the progressive installation of the Dual Professional Training model established in Royal Decree 1529/2012, to increase companies' participation in designing and offering Professional Training, thus improving labour insertion for pupils and the transfer of knowledge between education centres and companies.

*Action 117.* Drive labour education guidance and information systems to provide knowledge on the various training offers and professional mobility mechanisms in the labour market, as well as advise on the most suitable training pathways.

*Action 118.* Complete the integration of formal professional training and job training offerings, with the aim of optimising the use of material and human resources and reaching the highest quality levels.

#### **Entities implicated**

- Ministry of Education, Culture and Sport.
  - Secretary of State of Education, Professional Training and Universities.
    - o Directorate General of Territorial Evaluation and Cooperation.
    - o Directorate General of Professional Training.
- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Companies.
- Trade union organisations.

**Operative target. 15.** Provide persons with lower levels of employability access to the education tools they require throughout their lives and promote the recognition of informal skills in order to certify acquired skills, as key mechanisms to labour and social inclusion.

*Action 119.* Increase participation of adults in permanent training through the creation of assessment tools and information and guidance on training possibilities for citizens.

*Action 120.* Boost adult training through agreements with business institutions and associations to provide more training programmes.

*Action 121.* Promote the training of adults through “mentor” workshops and other distance learning models.

*Action 122.* Approve and implement a plan on the social function of museums, to include actions aimed at vulnerable groups in order to give them access to culture and social inclusion and to help raise their level of employability.

*Action 123.* Facilitate access to education, particularly formal professional training and training in work centres, to prison inmates by bringing training to prisons and developing social volunteering and cooperation programmes.

*Action 124.* Develop, in cooperation with the Social Action Third Sector, measures aimed at the Roma population, to develop:

- a. Adult literacy programmes, including learning activities focused on social participation and providing access to and knowledge of information and communication technologies.
- b. Comprehensive programmes for Roma women, including literacy and basic training activities.

*Action 125.* Reinforce the appraisal and accreditation procedure for professional skills of the National Professional Qualifications Catalogue acquired through work experience and informal learning, in order to improve qualification levels of the working population and ease their mobility.

#### **Entities implicated**

- Ministry of Education, Culture and Sport.
  - Secretary of State of Education, Professional Training and Universities.
    - o Directorate General of Territorial Evaluation and Cooperation.
    - o Directorate General of Professional Training.
  - Secretary of State for Culture.
    - o Directorate General of Fine Arts, Cultural Heritage and Archives and Libraries
- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
- Ministry of the Interior.
  - General Secretariat of Penitentiary Centres.
    - o Autonomous Body for Penitentiary Work and Training for Employment. Ministry of the Interior.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Social Action Third Sector.
- Companies.
- Trade Union organisations.

## C. Healthcare

*Assuring adequate medical attention is essential to guaranteeing equal opportunity of participation in the labour market and in the various social spheres. As such, effort made in caring for the health of groups who experience greater difficulties in accessing these services is a key tool to reinforcing their active inclusion and also assuring the welfare of children, taking into account that these are the most vulnerable in society in terms of health (drug addicts, disabled children, ethnic minorities, victims of gender violence or domestic violence, immigrant children, HIV/Aids sufferers at risk of exclusion etc.). This is why the PNAIN 2013-2016 supports facilitating equitable access for the most vulnerable groups to a quality healthcare system.*

*The recent healthcare reform<sup>55</sup>, the product of a great agreement between the Central Government and the Autonomous Regions, guarantees the viability of the National Healthcare System for today's population and that of future generations, preserving the quality of public healthcare, always assuring the right to protection of health and public, free and universal healthcare under the principle of equity.*

*The backing for healthcare policy aimed at the most vulnerable groups is shown, for example, in the giving of free medicines for recipients of some social integration incomes and recipients of non-contributory pensions and the unemployed who have exhausted their entitlement to unemployment benefits.*

*Also worthy of note is that the reform includes mechanisms for the healthcare sector and social services to work in coordination and thus use resources in the best way to benefit patients. This is in fact one of the targets included in the PNAIN 2013-2016.*

### **Operative target. 5. Facilitate access to healthcare services for society's most vulnerable groups.**

*Action 126.* Under the framework of the Strategy to Promote Health and Illness Prevention in the National Health System, guarantee fairer access to health promotion and illness prevention actions, developing active capture measures when necessary in groups experiencing greatest vulnerability.

*Action 127.* Guarantee free medicines for recipients of certain social integration incomes, for recipients of non-contributory pensions, for the unemployed who have exhausted their entitlement to unemployment benefits, victims of toxic oil syndrome and the disabled in the cases provided by

<sup>55</sup> Royal Decree Law 16/2012, of 20 April, on urgent measures to guarantee the sustainability of the National Health System and to improve the quality and safety of its provision.

specific regulations, and persons being treated for workplace accidents and illnesses, including associated beneficiaries.

*Action 128.* Promote, under the framework of the Strategy to Promote Health and Illness Prevention, and with the aim of reducing social inequalities in healthcare, the coordination of actions to promote health and prevent childhood and adolescent diseases, giving special attention to the most vulnerable of the population (early stimulation for disabled minors, families from disadvantaged social classes, children with mental health problems, unaccompanied foreign children and ethnic minorities).

*Action 129.* Assure free access to healthcare services for immigrant children of undocumented parents and for pregnant immigrant women.

*Action 130.* Develop collaboration mechanisms among social and healthcare services to pay specific attention to the homeless with mental illnesses and intervening in marginalised settlements, through the establishment of multi-disciplinary teams.

*Action 131.* Under the framework of the Strategic Plan to Prevent and Control HIV and other STIs (2013-2016), provide training and information to social and healthcare workers on the health-related rights for vulnerable groups, and create awareness on the right to equal and non-discriminatory treatment.

*Action 132.* Improve and strengthen social-healthcare support for HIV sufferers at risk of exclusion, via specific accompaniment measures at potentially critical times in their lives.

*Action 133.* Support Social Action Third Sector entities and collaborate with them to create preventive and assistance healthcare and rehabilitation programmes for persons belonging to vulnerable groups in society: prisoners, drug addicts, the mentally ill, AIDS sufferers and sufferers of other illnesses, the homeless or the Roma population, etc.

*Action 134.* Foster, under the framework of the National Roma Integration Strategy in Spain 2012-2020, policies and actions aimed at improving the health of the Roma population and reducing social inequalities in this area, in coordination with the Autonomous Regions and Cities of Ceuta and Melilla and with the participation of the Roma people through the State Council of the Roma People and their working groups.

*Action 135.* Carry out promotion and education programmes for the health of the Roma population, with special attention for women, aimed at:

- a. Informing and providing awareness on health, with educational content and to provide skills to adopt healthy and preventive lifestyle habits.
- h. Educate Roma women as agents of health, in terms of the care of children, hygiene and nutrition prevention of illnesses and addictions, as well as the appropriate use of healthcare resources.

*Action 136.* Promote, in collaboration with the Social Action Third Sector, the launch of programmes focusing on the immigrant population which sets the following targets:

- a. To promote health among the population, with special attention for preventive sexual and reproductive health, and childhood vaccinations programmes.
- b. Investigate and analyse the prevalence of certain illnesses among the immigrant populations and on the determining factors of health for this population.
- c. Carry out training workshops and design materials to eradicate genital mutilation.
- d. Foster social-healthcare mediation and intercultural training for healthcare professionals.

#### Entities implicated

- Ministry of Employment and Social Security.
  - General Secretariat of Immigration and Migration.
    - o Directorate general of Migrations.
- Ministry of Health, Social Services and Equality.
  - General Secretary for Healthcare and Consumer Affairs.
    - o Directorate General of Public Health, Quality and Innovation.
    - o Directorate General of the Basic Charter of National Health System and Pharmacy Services.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Social Action Third Sector.

**Operative target. 17. Reach a healthcare and social services agreement that guarantees equitable, quality service provision and assistance.**

*Action 137.* Establish the appropriate channels between the various levels of government to reach a Healthcare and Social Services Agreement that guarantees sustainability and quality of public services.

*Action 138.* Guarantee, under the future framework of the Healthcare and Social Services Agreement, access to comprehensive, quality attention in equal conditions for all citizens in any part of the country, and always under the framework of a flexible and sustainable model.

*Action 139.* Strengthen a cross-sector approach taking into account the focus on the social factors of health, and helping all persons to be able to reach their maximum health potential considering the various needs of each of them, as set out in the Strategy to Promote Health and Illness Prevention.

**Operative target. 18.** Improve prevention, detection and swift response by healthcare services to situations that can lead to social exclusion, such as use of drugs, violence within the family and gender violence, coordinating actions with social services.

*Action 140.* Improve processes and procedures to help drug addicts and addictions and their adaption to the National Health System Charter of Services by defining recommendable attention processes, the application of evidence-based clinical guides, the preparation of instruments to evaluate services and the evaluation of effective treatments, among others.

*Action 141.* Equip social-healthcare personnel of primary care teams, emergency services and technical personnel for situations of violence against women in order to foster early detection of cases of violence and a comprehensive response to abuse.

*Action 142.* Implement measures for the prevention, early detection and intervention by healthcare services in cases of child abuse and domestic violence.

*Action 143.* Train primary care personnel to take into account the gender perspective when attending to immigrant women for health issues in relation to gender violence and respecting cultural diversity.

#### Entities implicated

- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
  - General Secretary for Healthcare and Consumer Affairs.
    - o Directorate General of Public Health, Quality and Innovation.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.

## D. Housing

*Lack of dignified housing is a fundamental factor to social exclusion. Housing is a physical space of security, but above all it is a space that houses the family dynamic, going beyond just a mere “roof”, as it is a fundamental place*

where family members develop emotionally. It also has a special value when children are in the home. As such, the active inclusion strategy, as described in the PNAIN 2013-2016, is strengthened by measures dedicated to providing accessible housing in dignified conditions for those who suffer the greatest risk of exclusion.

Housing policy has undergone significant changes in recent times, partly in response to a social problem born in the economic crisis. The approval of the State Housing Plan 2013-2016 has laid the foundations for a policy that seeks to protect the most vulnerable in this sense.

In this sense, a series of actions is planned to provide easier access to rental housing, based on a fairer system of aid for those who really need it, without excluding anyone due to their age or any other circumstance. This aid is granted according to income; meaning that any group needing help is a potential beneficiary based on an objective and universal criterion, such as income, and this is calculated based on the co-inhabiting unit, not the individual.

Additionally, the Plan supports the creation of a public “park” of rental housing in order to offer a solution for the most extreme cases, where between all the household members not even a minimum threshold of income is reached, linking this possibility of assistance with the intervention of social services, in order that access to housing becomes part of a comprehensive approach to strengthen social services and achieve more efficient public intervention.

Another of the great challenges in the scope of housing is the protection of mortgage payers lacking resources to meet payments. The measures set out in this respect, both referring to the rental housing social fund and the code of best practice for the viable restructuring of mortgage debts on the main residence, give priority to the most vulnerable groups – considered to be large families, families with children under the age of three, the disabled, the long term unemployed who have exhausted benefits, victims of gender violence, etc.

Lastly, mention must be made of the social exclusion impact of the existence of neighbourhoods or housing that do not meet the minimum standards of health and safety and inhabitability. The eradication of slums and sub-standard housing, the launch of initiatives for total rehabilitation of houses together with social programmes are necessary actions to achieve full social integration.

**Operative target. 19. Facilitate access to housing for socially vulnerable persons and families, particularly those with children.**

*Action 144.* Launch the new State Housing Plan 2013-2016 in co-ordination and co-responsibility with the General State Administration, Autonomous Regions and Cities of Ceuta and Melilla and Local Entities,

paying particular attention to satisfying the housing needs of the most vulnerable social groups and preferential sectors (large families, victims of gender violence, the disabled, victims of terrorism and persons affected by evictions and subject to flexibility measures on mortgage foreclosures).

*Action 145.* Promote aid for rehabilitation to increase both the accessibility of housing owned by the disabled and housing owned by other individuals wishing to rent to the disabled.

*Action 146.* Ease access to housing aid for the most vulnerable persons and families, with the possibility of responsible declaration of income rather than the generic personal income tax declaration, in cases where this is not possible.

*Action 147.* Support the most vulnerable families (pensioners receiving the minimum pension, large families or households where all members are unemployed) in the payment of electricity bills by social relief.

*Action 148.* Ease access to housing for female victims of gender violence via: supplementary help for change of address in the active insertion income, improved access to protected housing and rental of protected housing to victims.

*Action 149.* Promote mediation and social accompaniment programmes and information and advice for housing access, as well as all others that liaise with the private sector for access to leased housing for families, persons or groups who are at risk of social exclusion, in collaboration with the Social Action Third Sector.

#### Entities implicated

- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
- Ministry of Public Works.
  - Secretary of State for Infrastructure, Transport and Housing
    - o Directorate General of Architecture, Housing and Land.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Institute for the Elderly and Social Services (IMSERSO).
    - o Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.
- Social Action Third Sector.
- Companies.

**Operative target. 20. Promote access and longevity of rented housing for persons and families with scarce economic resources.**

*Action 150.* Under the “Assistance programme for housing rental”, grant aid to tenants that, among others, lack family income to pay rent in the amount of up to 40% of annual rent payable for the normal and permanent residence, capped at 2,400 euros annually per home and for a maximum of two years.

*Action 151.* Foster, in collaboration with the Autonomous Regions and Cities of Ceuta and Melilla, the creation of a public housing “park” for protected or rotated housing on publicly owned land or in publicly owned buildings, by the granting of subsidies to the developers that meet certain requirements and in order for this housing to be rented at a controlled price to family units with low income.

*Action 152.* Favour labour mobility by maintaining housing rental help when the tenant changes his/her place of residence, under the same conditions set for receipt thereof.

*Action 153.* Facilitate access to rental housing by consolidating the non-contributory retirement or disability pension supplement for those persons who regularly live in a rented house, according to the requirements set out in applicable legislation.

**Entities implicated**

- Ministry of the Economy and Competition.
  - Secretariat General of the Treasury and Financial Policy.
- Ministry of Public Works.
  - Secretary of State for Infrastructures, Transport and Housing.
    - o Directorate General of Architecture, Housing and Land.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Institute for the Elderly and Social Services (IMSERSO).
- Autonomous Regions and Cities of Ceuta and Melilla.
- Credit Institutions.

**Operative target. 21. Protect mortgage debtors who are lacking resources, particularly those with children.**

*Action 154.* Continue the tracking of the housing social fund of credit institutions, aimed at offering coverage to persons who have been evicted

from their normal housing due to default on a mortgage loan, with insufficient income and in a particularly vulnerable situation (large families, families with children under the age of 3, single parent families with at least two children, families in which one member has a disability graded at more than 33%, unemployed people who have exhausted their benefits, victims of gender violence, etc.)

*Action 155.* Support families with difficulties in making mortgage payments and in a situation of particular vulnerability (large families, families with children under the age of 3, single parent families with at least two children, families where one member has a disability graded at more than 33%, the unemployed who have exhausted their benefits, victims of gender violence, etc.), by application of the Code of Best Practices for the viable restructuring of mortgage debts on regular housing, which to date has reaped very positive results.

**Operative target. 22. Improve health and safety and inhabitability conditions of family housing and environment, with accompaniment in social programmes.**

*Action 156.* Foster, via agreements with the Autonomous Regions and Cities of Ceuta and Melilla, policies to facilitate access to decent housing, giving priority of access through renting and also the recovery of standards of health and safety and inhabitability of housing through urban rehabilitation, regeneration and renovation, particularly in deteriorated urban settings.

*Action 157.* Subsidise, under the “Programme to foster sustainable and competitive cities”, projects aimed at improving neighbourhoods, town centres and historic quarters and the renovation of areas to remove sub-standard housing.

*Action 158.* Take on plans to eradicate slums and sub-standard housing through the use of ERDF Structural Funds (European Regional Development Fund) and the ESF (European Social Fund) with special attention to the Roma population.

*Action 159.* Guarantee the right to re-accommodation in the same or nearby area for those persons who have been evicted from their normal housing, pursuant to Act 8/2013, of 26 June, on urban rehabilitation, regeneration and renovation.

*Action 160.* Finance, through subsidies, certain maintenance and intervention works on fixed installations and the facilities of buildings to improve energy efficiency as a way of fighting energy poverty.

*Action 161.* Foster knowledge of the geographical location of socially disadvantaged areas throughout Spain by preparing a map of vulnerable neighbourhoods with social problems.

*Action 162.* Develop, in collaboration with the Social Action Third Sector, comprehensive programmes in vulnerable areas, complementing the measures that affect housing conditions, preparation for and accompaniment in employment, education strength and guidance and preparation for participation by the affected individuals.

#### **Entities implicated**

- Ministry of Employment and Social Security.
  - Secretary of State for Employment
    - o UAESF
- Ministry of Public Works.
  - Secretary of State for Infrastructures, Transport and Housing.
    - o Directorate General of Architecture, Housing and Land.
- Ministry of the Treasury and Public Administrations.
  - Secretary of State for Budgets and Expenditure.
    - o Directorate General of EU Funds.
    - o Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.
- Social Action Third Sector.

## E. Information society

*The current pre-eminence of Information and Communication Technologies (ICT) and of the Information Society has brought with it the appearance of a new form of social exclusion known as the digital gap, a phenomenon which most seriously affects the most vulnerable and deprives them of professional and personal and social development possibilities.*

*There is generalised consensus on the opportunity given by ICT to foster egalitarian access to information, to integrate people with social disadvantages, and to develop less favoured areas. Yet it must also be taken into account that there is a clear risk of new inequalities arising, or the exacerbating of those already existing. The generalised use of ICT brings new risk of social exclusion for those persons who cannot make use of*

*these technologies, due to geographical, economic, social or educational reasons.*

*Therefore, differences in access to ICT are caused by infrastructures such as training and the difference between those who have easy access to them and those who do not, creating a new segmentation in the labour market in which the former have greater possibilities of entering in the market and choosing a job.*

*For these reasons, the PNAIN advocates an inclusive digital society, strengthening the efforts made to reduce the digital gap, fostering digital literacy for the most vulnerable people and facilitating access to the necessary infrastructures. Special importance is also given to the promotion of the information society in education, for learning from early years.*

*Likewise, the Digital Agenda for Spain, as a Government strategy to develop the economy and digital society, acknowledges that to achieve an advanced digital society, it is essential that the majority of citizens regularly use the internet and make use of all the opportunities it provides.*

*Accordingly, for 2015 at least 75% of citizens and 60% of those from disadvantaged groups must regularly use the internet, and the percentage of the population that has never used it must drop below 15%.*

*In the longer term, and with respect to broadband infrastructures, the Agenda aligns itself with European targets and plans for 100% of the population having service coverage of more than 30 Mbps by 2020, and more than 50% of households being connected to services in excess of 100 Mbps.*

**Operative target. 23. Drive a digital and inclusive information society which accounts for the needs of the most vulnerable, promoting access to information technologies, the fight against the digital gap, the advanced use of digital services and participation in social networks.**

*Action 163. Develop, under the Digital Agenda for Spain, programmes to extend new generation broadband to areas which currently lack the infrastructure necessary and have no short terms plans to implement it, in order to contribute to narrowing the infrastructure gap for ultra-fast broadband.*

*Action 164. Provide access to the internet and ICT tools for the most disadvantaged groups in the context of the Digital Agenda for Spain, in order to reduce the risk of digital exclusion.*

*Action 165. Promote training programmes to improve digital skills particularly focused on disadvantaged groups, under the framework of the Digital Agenda for Spain.*

*Action 166.* Develop accessible electronic public administration, in order to facilitate and bring public services to citizens, with a special effort to encouraging the most vulnerable to participate.

*Action 167.* Encourage access to the information society and technological innovation in rural areas to bring services closer to vulnerable citizens, by granting subsidies to women's associations and institutions that represent groups with insertion problems in a rural setting.

#### Entities implicated

- Ministry of Agriculture, Food and Environment.
  - General Secretariat of Food and Agriculture.
    - o Directorate General for Rural Development and Forests Policy.
- Ministry of the Treasury and Public Administrations.
  - Secretary of State for Public Administrations.
    - o Directorate General of Administrative Modernisation, Procedures and Development of Electronic Administration.
- Ministry of Industry, Energy and Tourism.
  - Secretary of State for Telecommunications and Information Society.
- Companies.
- Social Action Third Sector.

#### **Operative target. 24. Favour access to the information society in education.**

*Action 168.* Promote, under the framework of actions carried out through the education services and online gateways of the Ministry of Education, Culture and Sport and the Autonomous Regions, those initiatives and projects that promote education projects for the most vulnerable, with identification of best practices by the Ministry of Education, Culture and Sport.

*Action 169.* Establish specific programmes and measures to tackle the digital gap, through collaboration with Public Administrations, the Social Action Third Sector and technology companies, establishing compensatory education programmes that take into account the lack of means of those with the most difficulties.

*Action 170.* Strengthen, through the education gateways of the Ministry of Education, Culture and Sport and the Autonomous Regions, websites giving information on and access to technology adapted to pupils with special learning needs.

*Action 171.* Launch actions, from the Ministry of Education, Culture and Sport and in collaboration with the Autonomous Regions, concerning the aspects detected as being strategic to improve the quality and intensity of technology use in education, taking into account socio-economic and cultural factors of the centres and students to compensate potential imbalances in access to services and resources.

#### Entities implicated

- Ministry of Education, Culture and Sport.
  - Secretary of State of Education, Professional Training and Universities.
    - o Directorate General of Territorial Evaluation and Cooperation.
- Autonomous Regions and Cities of Ceuta and Melilla.

## 2. Assistance for the most vulnerable groups

It is essential for the focus of the PNAIN 2013-2016 in active inclusion strategy to be complemented by a series of specific actions aimed at those who are particularly vulnerable and require more targeted assistance. Although the Plan includes various actions designed specifically for these groups in view of the core elements of active inclusion (employment, income guarantee and access to services), this particular provision includes all those measures that did not fit into the foregoing cores due to their special nature.

### A. The homeless

*Action 172.* Design and roll out the Comprehensive National Strategy for the Homeless, in line with European recommendations, and in collaboration with Autonomous Regions, the cities of Ceuta and Melilla and the Social Action Third Sector.

*Action 173.* Drive the dissemination of best practices in relation to homeless assistance devices in towns with more than 20,000 inhabitants and provincial councils.

*Action 174.* Continue carrying out surveys on support centres for homeless persons and on homeless persons and improve the method used to define and obtain data by strengthening cooperation with the National Statistics Institute.

*Action 175.* Carry out programmes to set-up mobile multi-disciplinary teams for street level social-healthcare, in collaboration with the Social Action Third Sector.

*Action 176.* Create temporary accommodations for the convalescence of the homeless discharged from hospital, and those with terminal illnesses who have no housing, as well as implement other support networks, in collaboration with the Social Action Third Sector.

*Action 177.* Provide temporary accommodation to the homeless to prevent or alleviate their physical deterioration or health problems, particularly mental illness, alcoholism, addictions and other difficulties associated with their situation, via the following programmes and considering the involvement of the Social Action Third Sector:

- a. Programmes to maintain supervised housing and shelters.
- b. Programmes for mid and long term accommodation.

#### **Entities implicated**

- Ministry of the Economy and Competition.
  - Secretary of State for the Economy and Business Support.
    - o National Statistics Institute.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Social Action Third Sector.

## **B. The disabled**

*Action 178.* Develop the general Act on rights and social inclusion of the disabled, by changes to the disabled's exercise of their legal capacity, in addition to other measures, in order to adapt current regulations to the International Convention on Disabled Rights.

*Action 179.* Design and launch, with the participation of Autonomous Regions and the Cities of Ceuta and Melilla and the social movement on disability issues, an Action Plan of the Spanish Strategy on Disability affairs for the period of 2013-2020, which fixes as priority targets accessibility, employment, education and training, poverty and social exclusion, information, participation, equality and vulnerable groups, healthcare, social services and external action.

*Action 180.* Develop and drive activities and initiatives that contribute to disseminating information on disabilities, such as the Spanish Network of Information and Documentation on Disability issues (RE-DID in its Spanish acronym), with the collaboration of documentation and information services attached to the Ministry of Health, Social Services and Equality or the planned Guide to Disability Assistance Resources (GRADis in its Spanish acronym), which offers a full directory of services available for the disabled in all Autonomous Regions.

*Action 181.* Maintain subsidies earmarked for solving or alleviating situations of special need for the disabled, whether in order to guarantee minimum income, facilitate care by a third party where necessary, or to compensate for the increased cost of transport inherent to disabilities.

*Action 182.* Offer direct assistance services for the disabled wishing to file queries, complaints or claims concerning their basic rights, such as through the telephone Intermediary Centre for the deaf.

*Action 183.* Maintain the professional skills service rolled out by certain IMSERSO centres to foster training for the disabled, by offering integrated training adapted both to skills needs of labour market and the professional interests of the disabled.

*Action 184.* Create awareness among the personnel of the General State Administration on the problems faced by the disabled, for them to take this into account when designing policies and developing positive actions in this area. The actions for development include promoting courses to give public employees the skills necessary to interact with and serve the disabled.

*Action 185.* Give incentives to research on disabilities and accessibility in local entities by granting awards.

*Action 186.* Promote the work carried out in disability recovery centres through implementing and/or maintaining medical and functional rehabilitation services and personalised programmes, aimed at maintaining the persons' optimum level and functionality and independence. Likewise, promote, in collaboration with the Third Sector, social-healthcare programmes aimed at improving quality of life, personal autonomy and social inclusion of the disabled, favouring their long-term establishment in their current living situation.

*Action 187.* Update regulations on access to public employment and provision of jobs to the disabled, as well as providing extra time in selection processes.

### Entities implicated

- Ministry of Education, Culture and Sports.
  - Secretary of State of Education, Professional Training and Universities.
- Ministry of the Treasury and Public Administrations.
  - Secretary of State for Public Administrations.
    - o Directorate General of Civil Service.
- Ministry of Justice.
- Ministry of Health, Social Services and Equality.
  - General Secretary for Healthcare and Consumer Affairs.
    - o Directorate General of Public Health, Quality and Innovation.
    - o Secretary of State for Social Services and Equality.
  - Directorate General for Support for the Disabled.
    - o Institute for the Elderly and Social Services (IMSERSO).
- Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.
- Social Action Third Sector.

## C. The elderly

*Action 188.* Prepare a Statute for the elderly based on the principles of equal treatment, no discrimination and fostering personal autonomy.

*Action 189.* Steer policies towards a model that incorporates the whole lifecycle, facilitates personal relations and leaves time for personal care, solidarity and social relations, to encourage active ageing.

*Action 190.* Maintain the working channel in place to obtain and disseminate information on the situation of the elderly in Spain and the social resources dedicated to them via collaboration with the Autonomous Regions and Cities of Ceuta and Melilla, and regular publication of data.

*Action 191.* Boost the online presence of informative platforms that deal with the subject of the elderly, such as [www.espaciomayores.es](http://www.espaciomayores.es).

*Action 192.* Promote, in collaboration with the Social Action Third Sector, services that help the elderly to remain in their homes and in their family and social environment.

### Entities implicated

- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
    - o Institute for the Elderly and Social Services (IMSERSO).
- Autonomous Regions and Cities of Ceuta and Melilla.

## D. Person in a situation of dependence

*Action 193.* Promote initiatives that aim to keep dependent people in their normal surroundings, and those that promote autonomy and social integration.

*Action 194.* Push forward measures to delay the appearance or deterioration of dependence situations.

*Action 195.* Strengthen cooperation between administrations and institutions through the adoption of political and social agreements to guarantee the sustainability of the System for Autonomy and Attention to Dependence.

*Action 196.* Prepare, in collaboration with Autonomous Regions and local entities, a series of quality and safety criteria in care centres and services to help the dependent, including: quality indicators for evaluation, continual improvement and comparative analysis, best practice guides and service charters based on the principles of anti-discrimination and accessibility.

*Action 197.* Determine the essential quality standards for each of the services of the catalogue included in Act 39/2006, of 14 December, on the Promotion of Personal Autonomy and Assistance to persons in a situation of dependence.

*Action 198.* Develop, with the collaboration of the Social Action Third Sector, support programmes for families that live with dependent people, programmes to promote and adapt places for dependent persons in geriatric residential centres and programmes for the autonomous living and social integration of the disabled, especially those who are in a situation of dependence.

### Entities implicated

- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Institute for the Elderly and Social Services (IMSERSO).
- Autonomous Regions.
- Local Entities.
- Social Action Third Sector.

## E. Immigrants and seekers and beneficiaries of international asylum

*Action 199.* Define a Framework Protocol for Unaccompanied Foreign Minors (MENAS in its Spanish acronym), pursuant to Article 190.2 of

Royal Decree 557/2011, of 20 April, approving the Regulatory Framework of Act 4/2000, on the rights and freedoms of foreign nationals in Spain and their social integration, following the reform enacted by Organic Law 2/2009.

*Action 200.* Continue to pursue agreements with the Cities of Ceuta and Melilla for programmes to accommodate minors, for the development of actions in centres for foreign unaccompanied minors, as well as nominal subsidies for the Autonomous Region of the Canary Islands to cover transfer and guardianship costs of unaccompanied minors.

*Action 201.* Continue to provide assistance and services from Refugee Help Centres (CAR in its Spanish acronym) and Immigrant Temporary Holding Centres (CETI in its Spanish acronym), as well as, where appropriate, similar actions arranged with NGOs via the granting of subsidies.

*Action 202.* Carry out, with the participation of the Social Action Third Sector, actions for the awareness and promotion of equal treatment and no discrimination of the immigrant population, asylum seekers, refugees and beneficiaries of international protection in the workplace, with help for employers to overcome prejudice when hiring workers and to support diversity management in companies. Additionally, knowledge of the employment situation of the immigrant population will be promoted. These actions will be carried out in diverse social settings (education, healthcare, and neighbourhoods), particularly attending to groups with specific needs (women, young people and children, the elderly, the illiterate and persons with disabilities) and the general population in order to fight against racism and xenophobia.

*Action 203.* Promote and foster, by offering subsidies to non-profit entities, programmes and actions geared towards the immigrant population, asylum seekers and beneficiaries of international protection, with special attention to particularly vulnerable groups such as children, unaccompanied minors, the disabled, the elderly, pregnant women, single parent families, victims of torture, rape or other acts of serious violence or psychological, physical or sexual abuse, victim of human trafficking and persons needing urgent and basic treatment of illnesses. Namely, these programmes are:

- a. Comprehensive refuge programmes for basic needs and support for the insertion of immigrants.
- b. Introductory refuge programmes for immigrants
- c. Programmes to foster participation, association, cooperation and intercultural mediation.

*Action 204.* Improve refuge infrastructures and services for the integration of asylum seekers, refugees and beneficiaries of international protection, by granting subsidies to non-profit entities, with special consideration

for those dedicated to particularly vulnerable groups, such as unaccompanied minors, the disabled, the elderly, pregnant women, single parent families, victims of torture or rape or other serious forms of violence, victims of psychological, physical or sexual abuse, victims of human trafficking and those needing urgent care or basic treatment for illness.

*Action 205.* Improve management and quality systems in the implementation of programmes to integrate immigrants, asylum seekers, refugees and beneficiaries of international protection, as well as the training of specialised professionals and volunteers for this group, with the cooperation of the Social Action Third Sector.

*Action 206.* Promote the provision of assistance, information and monitoring of those seeking and receiving international protection and their referral to mainstream intervention resources through ACNUR subsidies.

#### Entities implicated

- Ministry of Employment and Social Security.
  - General Secretariat of Immigration and Migration.
- Ministry of Justice.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Social Action Third Sector.

## F. Female victims of gender violence

*Action 207.* Maintain the telephone information service and legal advice for gender violence issues, provided by the quick-dial 016 service.

*Action 208.* Ensure free guidance and legal assistance to female victims of gender violence, by virtue of Royal Decree Act 3/2013, of 22 February, amending the fee structure in the Justice Administration and the free legal aid system.

*Action 209.* Develop prevention, assistance and protection measures for victims by updating the Attention Protocols in Victim Help Centres, as well as promote and apply the Protocol for psychological assessment and approve the regulations governing such centres.

*Action 210.* Carry out awareness campaigns geared towards victims of gender violence in order to inform, foster awareness and give incentives to the use of the various options available to overcome problems.

*Action 211.* Implement awareness campaigns aimed at society in general, for the prevention of gender violence and the general needs for collaboration and responsibility.

*Action 212.* Develop, in collaboration with the Social Action Third Sector, programmes aimed at preventing and eradicating all forms of violence against women: gender violence, human trafficking for sexual exploitation, and crimes against sexual freedom.

*Action 213.* Implement planning mechanisms and joint action at various territorial and institutional levels, as well as a network of refuge resources for gender violence victims, with a view to creating a map of resources and services to attend to victims and establish shared information systems.

#### **Entities implicated**

- Ministry of Employment and Social Security.
  - Secretary of State for Employment.
    - o State Public Employment Service.
- Ministry of Justice.
  - Secretary of State for Justice.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Government Delegation for Gender Violence.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Social Action Third Sector.

## G. Roma population

*Action 214.* Intensify the application of European and Spanish legislation against discrimination, the fight against racism and hate crimes, observing the recommendations made by international institutions for application in Spain such as those of the Council of Europe, to fight against discrimination.

*Action 215.* Promote the presence, participation and leadership of Roma people in a political and social setting and in public institutions, respecting gender equality.

*Action 216.* Implement the National Roma Integration Strategy in Spain 2012-2020 via an Action Plan implemented in collaboration with public administrations and entities that work with the Roma population.

*Action 217.* Foster Roma's access to all resources, goods and services, from a perspective of active participation in all paths of social insertion.

*Action 218.* Improve what is known about Roma people by carrying out socio-demographic studies and studying other sources on information.

*Action 219.* Develop, with the support of the Social Action Third Sector, specific measures for the social inclusion of immigrant Roma originating from other European countries, which include social accompaniment measures and access to benefits, protection of minors, educational inclusion, and access to jobs for adults, among others.

#### **Entities implicated**

- Ministry of Education, Culture and Sport.
  - Secretary of State of Education, Professional Training and Universities.
- Ministry of Justice.
- Ministry of Health, Social Services and Equality.
  - General Secretary for Healthcare and Consumer Affairs.
    - o Directorate General of Public Health, Quality and Innovation.
  - Secretary of State for Social Services and Equality.
  - Directorate General for Family and Child Services.
- Autonomous Regions and Cities of Ceuta and Melilla.
- Social Action Third Sector.

## H. Victims of discrimination due to race, ethnicity, sexual orientation and gender identity

*Action 220.* Guide and help possible victims of discrimination due to race or ethnicity via the Network of Services to Help Victims of Discrimination by launching a face-to-face assistance service, a telephone helpline which guarantees confidentiality of information given by callers, an online request form for assistance that users may use to request advice, and study and analysis of queries and complaints.

*Action 221.* Make society more aware and informed about discrimination due to race or ethnicity by preparing an information and awareness plan on the rights of victims of discrimination due to race or ethnicity and the help and guidance on offer.

*Action 222.* Train professionals to assist victims of discrimination by teaching them action protocols, exchange of best practices and further knowledge on the development of new strategies to assist victims of discrimination due to race or ethnicity or other related activities.

*Action 223.* Apply the “Manual to Support the Training of Security Forces and Bodies in identifying and recording racist or xenophobic incidents”, to inform and train professionals in how to record and identify racist or xenophobic incidents, police actions to identify them, selection of best practices for police and recommendations for preparing a police action pro-

protocol for racist or xenophobic events, as well as allowing Security Forces and Bodies training and development schools to carry out trickle effect training of their education units.

*Action 224.* Impulse the preparation of reports and studies that identify sexual orientation and gender identity as elements relating to discrimination, social exclusion and poverty.

*Action 225.* Develop in collaboration with the Social Action Third Sector, programmes aimed at preventing discrimination and intolerance due to sexual orientation and gender identity.

#### Entities implicated

- Ministry of the Interior.
- Ministry of Justice.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Council for the promotion of equal treatment and the eradication of discrimination due to race or ethnic origin.
    - o Directorate General of Equal Opportunities.
    - o Autonomous Regions and Cities of Ceuta and Melilla.
- Local Entities.
- Social Action Third Sector.

## I. Persons suffering addiction problems (drugs, alcohol, gambling, etc.)

*Action 226.* Develop coordinated projects for the prevention of drug addiction among young people in situations of vulnerability and universal family prevention, with the participation of Autonomous Regions and the Cities of Ceuta and Melilla, Local Entities and the Social Action Third Sector.

*Action 227.* Prepare a protocol to design personalised insertion pathways for rehabilitating drug addicts, for implementation in addiction centres and penitentiary centres. Likewise, design an instrument to evaluate the effectiveness of these measures.

*Action 228.* Roll out an intervention programme in drug risk areas by preparing instruments that can identify the most conflictive and vulnerable areas for use of these substances, and prepare the appropriate guidelines to intervene in such areas according to the specific problems of each area (leisure, transit and marginalised areas).

*Action 229.* Design and roll out a coordinated model for multi-component prevention at local level, with the collaboration of the Autonomous Regions and Cities of Ceuta and Melilla, the FEMP and the Social Action Third Sector, to allow Local Entities to have an advice service at their disposal for the design, application and evaluation of the implemented programmes.

*Action 230.* Develop plans to improve early detection and intervention in drug use among young people in school, social and health settings, through the implementation of protocols for early detection and intervention with vulnerable young people, with the participation of a representative sample of education professionals trained on an ad hoc basis.

*Action 231.* Grant subsidies to non-profit organisations and local entities to impulse and develop drug use prevention programmes geared towards the younger population and, in general, to young people in vulnerable situations.

*Action 232.* Favour alternative measures, treatment and programmes for drug prevention among young offenders.

*Action 233.* Improve and consolidate information systems on young people at risk of drug use by the carrying out of the ESTUDES survey on drug use and associated variables, among secondary school pupils aged 14 to 18 years.

*Action 234.* Discover the prevalence of alcohol consumption and various psychoactive drugs among the population aged 15 to 64 years and the most relevant patterns of consumption via the EDADES survey, in order to thus elaborate the most effective public policies.

*Action 235.* Carry out a study on alternative measures to prison for drug addicts, including analysis of the coordination processes for the prison assistance network and proposals for improvements, as well the design of an instrument to evaluate the effectiveness of these measures.

*Action 236.* Design, under the framework of the Responsible Gaming Initiative, a joint strategy between public administrations and companies in the gambling sector to put into place a policy to prevent gambling addictions and, in particular, to protect minors.

#### **Entities implicated**

- Ministry of the Treasury and Public Administrations
  - Secretary of State for the Treasury
    - o Directorate General for Gambling Rules.
- Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Delegation for the National Drugs Plan.
    - o Autonomous Regions and Cities of Ceuta and Melilla
- Local Entities.
- Social Action Third Sector.
- Companies.

## J. Prisoners and ex-prisoners

*Action 237.* Stimulate the creation of places in shelters for prisoners and persons on probation with no family to turn to and who suffer from a serious, incurable disease, and places in specialised education centres for prisoners and ex-prisoners requiring specific psychological and medical attention, in collaboration with the Social Action Third Sector.

*Action 238.* Seek resources (co-financing) to intervene with prisoners, persons with suspended sentences or those subject to non-custodial sentences, and promote their participation in re-education, training, labour, cultural, road safety, sex education, gender violence abuse treatment, and family programmes, through participation with the Social Action Third Sector.

*Action 239.* Develop programmes for children and their mothers in penitentiary centres dedicated to leisure and educational activities, early years stimulation for motor and cognitive development and sensory and emotional development, and promotion of mother-child relationships, and creation of summer schools to strengthen child education, all in collaboration with the Action Third Sector.

*Action 240.* Train and advise professionals of penitentiary centres and female prisoners in gender violence issues in order to tackle the repercussions of this happening and to prevent situations of violence and/or dependence in future, in collaboration with the Social Action Third Sector.

### Entities implicated

- Ministry of the Interior.
  - General Secretariat of Penitentiary Centres.
  - Ministry of Health, Social Services and Equality.
  - Secretary of State for Social Services and Equality.
  - Institute for Women (INMUJER).
    - o Autonomous Regions and Cities of Ceuta and Melilla
- Social Action Third Sector.

# IV. Governance

## 1. Preparation and elaboration process of the PNAIN 2013-2016

The Ministry of Health, Social Services and Equality, via the Secretary of State for Social Services and Equality, has been at the forefront of the process of elaborating the National Action Plan on Social Inclusion 2013-2016, via the commitment made by the Government to fight against poverty and social exclusion, with the strong resolve to guarantee a sustainable social protection system.

It must be stressed that the process of designing the Plan necessarily relied on a participation based methodology, with effective coordination between all the players involved in the various activities to favour integration and social insertion, taking into account the territorial and institutional set-up with respect to all the considered areas and the distribution of powers and responsibilities among the various Public Administrations. In this way, the PNAIN arose from the desire to produce a document, through consensus and adapted to the needs and realities in Spain, which included all implicated parties. This is precisely why incentives have been given to active communication between all stakeholders – to eventually perform an evaluation of the strategic and operative targets set, as well as possible actions to be included.

The agents invited to participate have been namely: the General State Administration (via the Ministries involved), Regional Administrations, Local Administrations (via the State Federation of Towns and Provinces – FEMP in its Spanish acronym), the Social Action Third Sector, the Socio-economic Council (CES in its Spanish acronym) and other experts in social intervention and policy.

On the other hand, it must be highlighted that the PNAIN has been designed whilst always taking under advisement the recommendation from Europe, and always respecting the principles of proportionality and subsidiarity in the sense that the targets, goals and actions have been prepared in consideration of a strategy to integrate all levels of government involved, as well as all other remaining agents involved in fighting against poverty and social exclusion.

The design and preparation plan for the PNAIN 2013-2016 has comprised the following:

- Diagnosis of the situation of poverty and social exclusion in Spain, to identify the key trends and challenges which the Plan purports to tackle.
- Requesting all implicated organisations to determine by consensus the actions to be included.
- Estimation of the budget provisions for the period of 2013 to 2016 based on in-depth analysis of the General State Budget and those of Autonomous Regions for 2013, as well as contributions from the European Social Fund.
- Preparing of the working draft of the PNAIN 2013-2016 and subsequent referral to all stakeholders involved for their comment and feedback.

## 2. Political coordination

Participation and collaboration of the Public Administrations, in terms of the initial efforts and the improvement of coordination between the various administrations, has been carried out at various administrative levels, making use of select group of cooperation channels, as shall be shown below:

- The General State Administration, via:  
The Inter-ministerial Commission of the National Action Plan on Social Inclusion, comprised of the following ministerial departments: Presidency; Foreign Affairs and Cooperation; Employment and Social Security; Justice; Economy and Competition; the Interior; Public Works; Education, Culture and Sport; Treasury and Public Administrations; Healthcare, Social Services and Equality; Agriculture, Food and Environment, and Industry, Energy and Tourism, which have all participated in the preparation of this Plan.  
In the course of preparation, bilateral working meetings were held with some of the ministerial departments involved.
- Autonomous Regions and the Cities of Ceuta and Melilla, via:
- The Commission of General Directors of Social Services and Social Inclusion, within the Territorial Council of Social Services and the System for Autonomy and Assistance for Dependence, with representation from the Autonomous Regions and the Cities of Ceuta and Melilla, and the Ministries of Employment and Social Security, Public Works, Education, Culture and Sport, and Health, Social Services and Equality.  
For the preparation of the National Plan for Social Inclusion 2013-2016, a technical working group was created with the Autonomous Regions to identify initiatives and measures carried out in Public Administrations in the fight against poverty and social exclusion.

- Local Entities, via:  
The Spanish Federation of Towns and Provinces (FEMP), as a member of the Commission of General Directors of Social Services and Social Inclusion.
- The Socio-economic Council.

### 3. Public-private collaboration

In addition to the whole participation process carried out under the framework of cooperation between administrations, the importance of public-private cooperation in the fight against poverty and social exclusion must be stressed, especially the protagonism of the Social Action Third Sector as a key player. On the other hand, the role that companies play or can develop in this regard must be taken into account, in the exercise of burgeoning Corporate Social Responsibility and involvement.

#### 3.1. Mobilisation, support and strengthening of the Social Action Third Sector

With respect to the Social Action Third Sector, the crucial role it plays can be seen throughout the whole preparation process of this Plan, particularly its essential mobilisation and contributions. This is precisely why various political coordination and cooperation bodies were consulted, namely the State Council of Social Action NGOs and the organisations forming part of the State Council of the Roma People.

The Social Action Third Sector has participated considerably via the Working Group on Social Inclusion, Employment and Rural areas, created within the State Council of Social Action NGOs, in the making of proposals for the preparation of this Plan.

The crucial collaboration of the Social Action Third Sector is highlighted not only in the design of the PNAIN 2013-2016 but in its actual execution. For this reason, the Plan must undertake the following commitments:

##### **1. Encourage the mobilisation and participation of civic society and the Social Action Third Sector.**

To such end, the following measures will be taken:

- Improve liaison between the General State Administration and representatives of civic society, via the Commission for

Civic Dialogue with the Social Action Third Sector Platform, which guarantees ongoing dialogue in order to seek out shared solutions in defence of social rights, cohesion and social inclusion.

- Coordinate the exact channels to spur on dialogue and the involvement of the State Council for Social Action NGOs.
- Prepare and approve a new state volunteer law.
- Make citizens aware, through specific campaigns, of the need to participate through volunteering in solving social problems and fostering, in collaboration with the Social Action Third Sector, volunteering in social action programmes geared towards the most vulnerable, as is contemplated in the State Volunteering Strategy 2010-2014.
- Strengthen specialist training for volunteers dedicated to helping these groups, with the support of the Social Action Third Sector, under the framework of the State Volunteering Strategy 2010-2014.
- Promote and encourage the participation of public employees from the State General Administration in social volunteering programmes.

## **2. Strengthen the Social Action Third Sector through financial and institutional support.**

This will be done through the following actions:

- Prepare and approve a law for the Social Action Third Sector.
- Define a regulatory framework for the State-level Third Sector entities collaborating with the Public Administration.
- Prepare and approve a law on patronage which promotes the work of social action foundations by improving their tax treatment.
- Give economic and financial support to the Social Action Third Sector via subsidies financed by the call of grants based on 0.7% of personal income tax (IRPF) and other Third Sector subsidies.
- Complete the plan for payment of healthcare, education and social services suppliers, in order to tackle the debts held by the Autonomous Regions and Local Entities with the Social Action Third Sector, as well as completing transfers of these administrations to non-profit social entities that develop projects to help families, children, the elderly and the disabled.

### 3.2. Incentives to the participation of companies in the fight against poverty and social exclusion

In this public-private collaboration focused on the fight against poverty and social exclusion, the participation of businesses is key. As such, the PNAIN 2013-2016, advocates Corporate Social Responsibility, on two fronts:

- On the one hand, to promote companies' support for projects concerning the active inclusion of the most vulnerable. This will entail supporting the creation of channels and networks that foster cooperation between the Administration, the business sector and organisations that work with groups at risk of social exclusion.
- On the other hand, to provide incentives for hiring the most vulnerable people in society. To do so, support will be given to improve labour intermediation adapted to the most vulnerable by signing agreements with public employment services and/or other public bodies and companies, to strengthen the role of these in the training, hiring and labour insertion of these persons.

## 4. Fostering the participation of children

Another of the targets of this PNAIN 2013-2016 is fostering the participation of children, for which reason it takes on board the European Commission Recommendation on child poverty: "Investing in children: breaking the cycle of disadvantage", approved in February 2013<sup>56</sup>.

This concerns enhancing the influences that minors have in their own wellbeing and their ability to overcome the most adverse circumstances. To do so, there must be the appropriate mechanism in place to assure children's right to participate in the decisions that affect their own lives, and beyond this, give incentives to children to express their opinions in full knowledge of the core issues, guaranteeing that these opinions will be taken into account and reflected in key decisions that affect them.

In accordance with the Recommendation, this Plan acknowledges the importance of the participation of children and the measures that affect child poverty. In terms of development and execution, a participative method will be developed by setting up the appropriate communication channels, such as children's clubs and meeting places, optimising dialogue, providing information and disseminating the repercussions for children and adolescents.

<sup>56</sup> COM (2013) 778 final, 20.2.2013

## 5. Supervision and evaluation

The monitoring and evaluation of the PNAIN takes into consideration the territorial distributions of administrative powers over the various areas that it touches upon, making the process of supervision and evaluation very complex.

The Ministry of Health, Social Services and Equality, via the Secretary of State for Social Services and Equality, centralises information on the development and fulfilment of the measures included in the Plan. It also analyses and structures this information based on their indicators and evaluates their impact on poverty and social exclusion, as can be seen in the indicators agreed in the European Union and which appear in Section VI of this document. Indicators refer not only to the situation of poverty and social exclusion, but also the factors of exclusion and inclusion, such as employment, education, health, housing, etc.

The monitoring and evaluation of the Plan will count on the organisations listed below, in which all the entities implicated in the preparation and execution of the Plan have participated.

- The Inter-ministerial Commission of the National Action Plan on Social Inclusion.
- The Commission of General Directors of Social Services and Social Inclusion, within the Territorial Council of Social Services and the System for Autonomy and Assistance for Dependence.
- The State Council of Social Action NGOs.

Likewise, Roma associative organisations forming part of the State Council of the Roma People will be consulted.

# V. Budget estimate

## Aggregate budget estimate of public administrations 2013-2016. Reference year 2013

	<b>Basic budget 2013</b>	<b>PNAIN 2013-2016</b>
Promote the employment of the most vulnerable	<b>22,054,852,843</b>	<b>86,999,170,544</b>
Guarantee a system of benefits to provide economic support to the most vulnerable	<b>22,054,852,843</b>	<b>86,999,170,544</b>
Guarantee the provision of basic services to the whole population (social services, education, healthcare, housing, information society, justice)	<b>5,564,240,350</b>	<b>22,435,017,050</b>
<b>Other specific actions aimed at assisting the most vulnerable groups:</b>		
Action to support children and families	1,580,436,633	6,321,746,531
The elderly	1,895,617,228	7,703,598,851
The dependent	404,802,404	1,050,867,041
The homeless	16,009,433	64,037,730
The disabled	1,085,721,091	3,811,966,749
Immigrants and migrants	179,242,493	712,399,288
Roma people	8,876,012	37,504,050
Victims of discrimination due to race or ethnicity	600,000	2,400,000
Equal opportunities and female victim of gender violence	143,827,398	595,157,772
Young people in vulnerable situations	56,502,901	222,485,824
People with addiction problems	189,895,028	759,580,110
Prisoners and ex-prisoners	35,243,538	140,656,961
<b>Governance, support and strengthening of the Social Action Third Sector</b>	<b>18,298,712</b>	<b>73,194,846</b>
<b>TOTAL</b>	<b>34,566,397,921</b>	<b>136,574,449,730</b>



## VI. Indicators european target to fight against poverty and social exclusion (Source: Eurostat)

European indicator: AROPE and its components

AROPE Rate of risk of poverty or social exclusion. Broken down by age and gender																
	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	V	M	T	V	M	T	V	M	T	V	M	T	V	M
EU-27	<b>Total</b>	<b>23,7</b>	<b>22,3</b>	<b>25,1</b>	<b>23,2</b>	<b>22</b>	<b>24,4</b>	<b>23,7</b>	<b>22,5</b>	<b>24,7</b>	<b>24,3</b>	<b>23,2</b>	<b>25,3</b>	<b>24,9</b>	<b>23,8</b>	<b>25,9</b>
	from 0 to 5	24,6	24,4	24,8	24,6	24	25,2	25,5	25,2	25,9	25,4	24,9	26	24,9	25,1	24,7
	from 6 to 11	26,3	26,1	26,6	26,1	26,1	26	27,4	27,4	27,5	27,1	27,3	27	27,7	27,6	27,8
	from 12 to 17	28,7	28,8	28,5	28,2	27,9	28,5	29	28,9	29,2	29,4	28,9	29,9	30,3	29,5	31,1
	under 18 years	26,6	26,5	26,7	26,3	26	26,6	27,3	27,1	27,5	27,3	27	27,6	27,6	27,4	27,8
	from 18 to 64 years	23	21,6	24,4	22,7	21,5	23,9	23,6	22,6	24,6	24,4	23,4	25,4	25,6	24,6	26,6
	from 65 years or more	23,3	19,5	26,2	21,6	18,2	24,2	19,9	16,2	22,7	20,3	16,9	22,9	19,5	16,3	22
Spain	<b>Total</b>	<b>24,5</b>	<b>23,4</b>	<b>25,7</b>	<b>24,5</b>	<b>23,5</b>	<b>25,4</b>	<b>26,7</b>	<b>26</b>	<b>27,5</b>	<b>27,7</b>	<b>27,3</b>	<b>28</b>	<b>28,2</b>	<b>28,4</b>	<b>28,1</b>
	from 0 to 5	27,5	26,7	28,4	27	26,1	27,9	27	25,4	28,6	28,2	26,2	30,4	27,4	26,2	28,6
	from 6 to 11	30,5	30,9	29,9	30,4	30,2	30,6	34	32,2	35,8	34,3	34,9	33,7	35,5	37,5	33,3
	from 12 to 17	34,2	33,9	34,6	33,1	32,4	33,9	39,1	38,4	39,8	37,9	37,1	38,9	39,6	37	42,3
	under 18 years	30,6	30,3	30,9	30	29,5	30,6	33,1	31,8	34,5	33,2	32,4	34	33,8	33,3	34,4
	from 18 to 64 years	22,1	21,1	23,1	23	22,1	23,9	26,3	25,8	26,8	27,8	27,5	28,2	29,7	30	29,4
	65 years or more	27,7	24,9	29,9	24,3	22,3	25,7	21,4	19,3	23,1	20,9	19,7	21,9	16,6	15,3	17,6

**AROP rate of risk of poverty. Broken down by age and gender**

	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	<b>Total</b>	<b>16,5</b>	<b>15,6</b>	<b>17,5</b>	<b>16,4</b>	<b>15,5</b>	<b>17,2</b>	<b>16,4</b>	<b>15,7</b>	<b>17,1</b>	<b>16,9</b>	<b>16,1</b>	<b>17,6</b>	<b>17,1</b>	<b>16,4</b>	<b>17,7</b>
	from 0 to 5	19	18,7	19,3	18,5	18	19,2	19,2	19,1	19,3	19,3	19	19,8	19,1	19,1	19
	from 6 to 11	20,2	20	20,4	19,7	19,7	19,8	20,5	20,2	20,8	20,3	20,5	20,2	21,1	20,9	21,2
	from 12 to 17	22	21,9	22,1	22	21,7	22,3	22,5	22,3	22,8	22,6	22,2	23	23,5	22,9	24,2
	under 18 years	20,4	20,2	20,6	20,1	19,8	20,5	20,7	20,5	21	20,8	20,5	21	21,2	21	21,5
	from 18 to 64 years	14,8	14,1	15,4	14,8	14,3	15,4	15,3	14,9	15,7	16	15,5	16,6	16,7	16,2	17,2
	65 years or more	18,9	15,7	21,4	17,8	14,8	20	15,9	12,8	18,2	15,8	13,1	17,9	14,2	11,7	16,2
Spain	<b>Total</b>	<b>20,8</b>	<b>19,5</b>	<b>21,9</b>	<b>20,1</b>	<b>19,1</b>	<b>21,1</b>	<b>21,4</b>	<b>20,8</b>	<b>22,1</b>	<b>22,2</b>	<b>21,6</b>	<b>22,7</b>	<b>22,2</b>	<b>22,2</b>	<b>22,1</b>
	from 0 to 5	25,1	23,6	26,8	23,4	21,3	25,4	23,4	22,6	24,2	25,1	23,8	26,4	23,2	22,4	23,9
	from 6 to 11	28,6	28,9	28,2	26,8	25,9	27,7	29,9	27	32,8	30,5	30,4	30,7	31,5	33,8	29,1
	from 12 to 17	31,3	30,9	31,7	30,7	30,1	31,3	35,2	34,5	35,9	33,7	33,1	34,4	35,9	33	38,9
	under 18 years	28,2	27,6	28,8	26,8	25,7	28	29,2	27,8	30,7	29,5	28,9	30,3	29,9	29,5	30,3
	from 18 to 64 years	17,3	16,4	18,1	17,5	16,8	18,3	19,5	19,3	19,8	20,8	20,3	21,4	21,9	22,1	21,8
	65 years or more	26,9	24,1	29	23,1	21,2	24,5	20,5	18,6	21,9	19,5	18,3	20,4	14,8	13,6	15,8

**% of persons of 0 to 59 years living in homes with very low job intensity (below 20%)**

	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	from 0 to 5	7,7	7,7	7,7	8,3	8,3	8,4	9,7	9,5	9,9	9,3	9,1	9,5	7,3	7,4	7,1
	from 6 to 11	7,5	7,5	7,6	7,8	7,8	7,9	9,2	9,2	9,2	9,2	9,3	9	7,7	7,8	7,6
	from 12 to 17	7,8	8,2	7,3	8	8,1	7,9	8,8	8,8	8,8	9	9	9	8,3	8,4	8,2
	under 18 years	7,7	7,8	7,5	8	8,1	8	9,2	9,2	9,3	9,2	9,1	9,2	7,7	7,9	7,6
	from 18 to 59 years	9,5	8,4	10,6	9,4	8,4	10,4	10,4	9,5	11,2	10,7	9,8	11,5	10,6	9,8	11,3
	<b>under 60 years</b>	<b>9</b>	<b>8,2</b>	<b>9,9</b>	<b>9,1</b>	<b>8,3</b>	<b>9,8</b>	<b>10,1</b>	<b>9,4</b>	<b>10,8</b>	<b>10,3</b>	<b>9,7</b>	<b>10,9</b>	<b>9,9</b>	<b>9,3</b>	<b>10,5</b>
Spain	from 0 to 5	3	3,7	2,3	6,3	7	5,6	8,5	6,2	10,9	11,1	9	13,3	11,1	9,5	12,9
	from 6 to 11	4,3	4,6	3,9	5,6	5	6,2	9,3	9,1	9,4	11,7	12,2	11,2	11,8	10,7	12,9
	from 12 to 17	5,6	6,6	4,6	6,5	6,4	6,5	10,8	10,3	11,3	12,1	11,9	12,4	14,1	14,3	13,9
	under 18 years	4,2	4,9	3,6	6,1	6,1	6,1	9,5	8,5	10,5	11,6	11	12,3	12,3	11,4	13,2
	from 18 to 59 years	7,3	6,5	8	8	7,4	8,6	11,2	11,2	11,2	13,8	13,5	14,2	14,8	14,5	15,2
	<b>under 60 years</b>	<b>6,6</b>	<b>6,1</b>	<b>7</b>	<b>7,6</b>	<b>7,1</b>	<b>8</b>	<b>10,8</b>	<b>10,6</b>	<b>11</b>	<b>13,3</b>	<b>12,9</b>	<b>13,8</b>	<b>14,2</b>	<b>13,7</b>	<b>14,8</b>

<b>Material deprivation. 4 items or more than nine</b>																
	Year	2008			2009			2010			2011			2012		
	Age/Gender	F	T	M	F	T	M	F	T	M	F	T	M	F	V	M
EU-27	<b>Total</b>	<b>8,5</b>	<b>8,2</b>	<b>8,9</b>	<b>8,2</b>	<b>7,9</b>	<b>8,4</b>	<b>8,4</b>	<b>8,1</b>	<b>8,6</b>	<b>8,8</b>	<b>8,5</b>	<b>9,1</b>	<b>10,2</b>	<b>9,9</b>	<b>10,4</b>
	from 0 to 5	9,2	9,1	9,2	8,8	8,9	8,7	9	8,8	9,3	9,7	9,7	9,7	10,5	10,8	10,1
	from 6 to 11	9,7	9,8	9,7	9,6	9,9	9,3	10,3	10,6	10	10,1	10,3	9,9	12,2	12,4	12,1
	from 12 to 17	10,7	10,8	10,6	10,1	10	10,3	10,1	10	10,2	10,4	10,2	10,7	12,2	11,8	12,6
	under 18 years	9,9	9,9	9,9	9,5	9,6	9,5	9,8	9,8	9,8	10,1	10	10,1	11,6	11,7	11,6
	from 18 to 64 years	8,4	8,2	8,7	8,2	8	8,3	8,4	8,3	8,5	8,9	8,8	9	10,2	10,1	10,3
	from 65 years or more	7,5	6	8,5	6,7	5,5	7,6	6,6	5,3	7,6	7,2	5,6	8,4	8,4	6,8	9,6
Spain	<b>Total</b>	<b>3,6</b>	<b>3,7</b>	<b>3,5</b>	<b>4,5</b>	<b>4,6</b>	<b>4,4</b>	<b>4,9</b>	<b>4,7</b>	<b>5,1</b>	<b>4,5</b>	<b>4,5</b>	<b>4,6</b>	<b>5,8</b>	<b>6,2</b>	<b>5,5</b>
	from 0 to 5	5,7	5	6,4	7,2	8,1	6,3	6	5,7	6,3	4,5	3,6	5,5	6,8	6,9	6,8
	from 6 to 11	5,4	6,7	3,9	6,5	8,1	4,9	8,6	7,8	9,5	5,7	6,5	5	8,4	9,2	7,4
	from 12 to 17	5,5	4	7	6,2	5,6	6,8	7,7	7,6	7,9	5,5	5,5	5,5	7,6	7,7	7,5
	under 18 years	5,5	5,2	5,9	6,7	7,3	6	7,4	7	7,8	5,2	5,1	5,3	7,6	7,9	7,2
	from 18 to 64 years	3,5	3,7	3,2	4,5	4,5	4,5	4,9	4,7	5,1	4,8	4,7	4,9	6,1	6,5	5,8
	from 65 years or more	1,9	1,8	2	2,3	1,9	2,6	2,2	1,7	2,7	2,7	2,5	2,8	2,9	2,5	3,1

## European indicators on income guarantee

Ratio between the richest (S80) and the poorest (S20). S80/S20 by age and gender																
	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	<b>Total</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>4,9</b>	<b>5</b>	<b>5,1</b>	<b>4,9</b>	<b>5,1</b>	<b>5,1</b>	<b>5</b>	<b>5</b>	<b>5,1</b>	<b>5</b>
	under 65 years	5,1	5,2	5,1	5,1	5,1	5,1	5,2	5,3	5,2	5,3	5,3	5,3	5,3	5,4	5,3
	65 years and more	4,1	4,2	4	4,1	4,2	3,9	4	4,1	3,9	4,1	4,2	3,9	4	4,1	3,9
Spain	<b>Total</b>	<b>5,7</b>	<b>5,7</b>	<b>5,7</b>	<b>6,4</b>	<b>6,5</b>	<b>6,3</b>	<b>7,2</b>	<b>7,3</b>	<b>7</b>	<b>7,1</b>	<b>7,2</b>	<b>6,9</b>	<b>7,2</b>	<b>7,4</b>	<b>6,9</b>
	under 65 years	5,9	5,8	6	6,9	7	6,9	7,9	8,1	7,9	7,8	7,8	7,8	8,1	8,3	7,9
	65 years and more	4,2	4,5	4	4,3	4,3	4,2	4,4	4,4	4,4	4,4	4,5	4,4	4,1	4,1	4

Relative gap of risk of poverty																
	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	<b>Total</b>	<b>21,8</b>	<b>22,4</b>	<b>21,3</b>	<b>22,6</b>	<b>23,4</b>	<b>22</b>	<b>23,5</b>	<b>24,3</b>	<b>22,4</b>	<b>23,3</b>	<b>24,5</b>	<b>22,5</b>	<b>23,9</b>	<b>24,8</b>	<b>23,1</b>
	under 18 years	22,4	22,1	22,7	23,7	23,9	23,6	24,1	23,5	24,6	24,4	24,3	24,7	25,1	25,4	25
	from 18 to 64 years	23,8	24,7	23,2	25	25,8	24,5	25,7	26,5	25	25,9	26,7	24,9	26,4	27	25,7
	from 65 years or more	17,1	16,2	17,4	16,7	15,8	17,2	16,4	16,3	16,4	16,7	16,3	16,9	15,3	15,2	15,5
Spain	<b>Total</b>	<b>24,4</b>	<b>25,5</b>	<b>23,3</b>	<b>28,9</b>	<b>31</b>	<b>27,4</b>	<b>32,3</b>	<b>33,5</b>	<b>30,5</b>	<b>30,9</b>	<b>32</b>	<b>30,4</b>	<b>31,4</b>	<b>32,1</b>	<b>30,9</b>
	under 18 years	26,2	26,2	26,2	33,5	36,6	30,6	35,1	34,9	35,5	35,8	35,6	36,3	33,9	32,8	34,4
	from 18 to 64 years	26,1	27,1	25,9	33	35,6	31,9	35,5	38,3	33,6	34,2	35,6	33,2	34	34,6	33
	from 65 years or more	18	19,9	16,3	18	18,5	17,7	16,6	15,8	16,6	17,2	17	17,5	11,9	9	14

Rate of risk of persistent child poverty (more than two years)																
	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	<b>Total</b>	<b>8,7</b>	<b>8,2</b>	<b>9,2</b>	<b>8,8</b>	<b>8,2</b>	<b>9,4</b>	<b>9,6</b>	<b>9,0</b>	<b>10,2</b>	<b>10,0</b>	<b>9,6</b>	<b>10,4</b>	:	:	:
	under 18 years	10,4	10,2	10,7	10,5	10,6	10,4	12,4	12,3	12,4	12,7	12,9	12,4	:	:	:
Spain	<b>Total</b>	<b>11,7</b>	<b>10,8</b>	<b>14,0</b>	<b>11,4</b>	<b>10,7</b>	<b>13,1</b>	<b>11,0</b>	<b>10,6</b>	<b>12,2</b>	<b>11,2</b>	<b>10,5</b>	<b>13,1</b>	:	:	:
	under 18 years	17,3	16,8	19,0	14,8	14,5	15,7	16,7	16,5	17,3	13,9	13,1	16,7	:	:	:

<b>Rate of risk from poverty at any given moment (2008). By age and gender</b>																
	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	<b>Total</b>	<b>16,5</b>	<b>15,6</b>	<b>17,5</b>	<b>16,4</b>	<b>15,5</b>	<b>17,2</b>	<b>16,4</b>	<b>15,7</b>	<b>17,1</b>	<b>17,6</b>	<b>16,8</b>	<b>18,3</b>	<b>35,3</b>	<b>33</b>	<b>37,2</b>
	under 18 years	20,4	20,2	20,6	20,2	19,8	20,5	20,8	20,7	21	21,7	21,4	21,9	38,5	40,4	36,5
	from 18 to 64 years	14,8	14,1	15,4	14,8	14,2	15,4	15,2	14,7	15,6	16,6	16	17,2	32,1	31,2	32,9
	from 65 years or more	18,9	15,7	21,4	17,9	15	20,2	16	13,2	18,1	17	14,4	18,9	43,3	30,3	49,4
Spain	<b>Total</b>	<b>20,8</b>	<b>19,5</b>	<b>21,9</b>	<b>21,2</b>	<b>20</b>	<b>22,4</b>	<b>22,9</b>	<b>22,2</b>	<b>23,6</b>	<b>26,4</b>	<b>25,7</b>	<b>27,2</b>	<b>28,1</b>	<b>28,1</b>	<b>28,2</b>
	under 18 years	28,2	27,6	28,8	28	26,8	29,2	30,7	29,3	32,2	34,2	33	35,5	36,3	36,5	36
	from 18 to 64 years	17,3	16,4	18,1	18,4	17,6	19,2	20,8	20,6	21,1	24,7	24,2	25,3	27,3	27,2	27,4
	from 65 years or more	26,9	24,1	29	25,2	22,5	27,1	22,6	20,3	24,3	24,7	23	26	22,7	21,5	23,5

<b>Rate of risk from poverty before social transfers, excluding pensions</b>																
	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	<b>Total</b>	<b>25,3</b>	<b>24,2</b>	<b>26,3</b>	<b>25,2</b>	<b>24,2</b>	<b>26,2</b>	<b>25,9</b>	<b>25,1</b>	<b>26,7</b>	<b>26,3</b>	<b>25,5</b>	<b>27</b>	<b>25</b>	<b>24,4</b>	<b>25,7</b>
	under 18 years	33,5	33,2	33,7	33,6	33,2	33,9	35,2	34,8	35,6	35	34,9	35,1	32,8	32,8	32,7
	from 18 to 64 years	23,4	22,5	24,4	23,6	22,7	24,6	24,9	24,2	25,6	25,5	24,7	26,3	25	24,3	25,7
	from 65 years or more	22,7	18,9	25,5	21,6	18,3	24,1	19,7	16,3	22,2	19,5	16,3	21,9	17,1	14,1	19,4
Spain	<b>Total</b>	<b>25,2</b>	<b>24,1</b>	<b>26,3</b>	<b>25,2</b>	<b>24,2</b>	<b>26,1</b>	<b>28,8</b>	<b>28,4</b>	<b>29,2</b>	<b>30</b>	<b>29,7</b>	<b>30,4</b>	<b>29,6</b>	<b>29,7</b>	<b>29,5</b>
	under 18 years	32,4	31,7	33,1	31,9	30,9	33	36,5	35	38,1	37	36,1	37,9	36,8	36,4	37,2
	from 18 to 64 years	22,2	21,4	22,9	23,1	22,4	23,9	27,8	27,8	27,7	29,6	29,5	29,8	30,4	30,8	30,1
	from 65 years or more	30	27,5	31,8	26	24,1	27,4	24,3	22,3	25,7	24,2	22,2	25,7	18,7	16,3	20,6

## European indicators on access to the labour market

Rate of risk from child poverty according to home-based work intensity in homes with children																
	Year	2008			2009			2010			2011			2012		
	(Intensity/Gender)	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	Very high I. [0.85 - 1]	7,4	7,2	7,5	6,7	6,2	7,2	6,4	6,4	6,4	6,7	6,5	6,8	7,3	7,1	7,5
	High I. [0.55 - 0.85]	12,2	12,2	12,3	11,6	10,9	12,4	12,2	11,6	12,9	11,9	11,6	12,2	12,2	11,6	12,7
	I. medium [0.45 - 0.55]	27	26,2	27,9	27	26,8	27,2	25,9	25,8	26	25,5	25,7	25,4	28,2	28,1	28,3
	Low I. [0.20 - 0.45]	51,1	51,7	50,5	49,1	49,7	48,4	48,7	49,7	47,6	50,4	48,7	52,1	52,3	50,3	54,3
	Very Low I. [0 - 0.20]	71,5	69,9	73,3	70,7	70,3	71,1	69,7	69	70,5	70	69,3	70,8	75,3	74,8	75,8
Spain	Very high I. [0.85 - 1]	10,9	10,6	11,2	9,1	8,9	9,3	10,1	9,3	11	10,4	10,9	9,9	9	9,1	9
	High I. [0.55 - 0.85]	21,5	19	24	19,6	15,3	23,9	20,6	19,9	21,3	15,5	13,7	17,4	16,3	13,4	19,2
	I. medium [0.45 - 0.55]	43,4	43,6	43,1	37,4	37,9	37	37,7	35,6	40	33,6	34,6	32,3	32,4	33,3	31,2
	Low I. [0.20 - 0.45]	66,4	66,1	66,8	57,3	56,9	57,7	53	53,7	52,2	56,8	56,1	57,5	53,1	50,7	56,1
	Very Low I. [0 - 0.20]	76,4	74,8	78,7	83	80,4	85,9	78,4	77,1	79,5	80,8	79,3	82,4	83,7	84,7	82,9

Rate of risk from child poverty in homes with employed members (work intensity above 20%)																
	Year	2008			2009			2010			2011			2012		
	Home / Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	Homes with dependent children	16,1	15,9	16,2	15,6	15,2	16,0	15,6	15,5	15,8	15,7	15,5	15,9	16,5	16,3	16,8
Spain	Homes with dependent children	26,1	25,2	27,0	23,2	22,0	24,4	23,9	23,1	24,7	22,7	22,5	22,9	22,3	22,4	22,2

<b>Employment rate. Annual average by age and gender</b>																
	Year	2008			2009			2010			2011			2012		
	Age / Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	15 to 64 years	<b>65,8</b>	<b>72,7</b>	<b>58,9</b>	<b>64,5</b>	<b>70,7</b>	<b>58,4</b>	<b>64,1</b>	<b>70,1</b>	<b>58,2</b>	<b>64,3</b>	<b>70,1</b>	<b>58,5</b>	<b>64,2</b>	<b>69,8</b>	<b>58,6</b>
	15 to 24 years	37,4	40,3	34,4	35	37	32,9	34	36,2	31,8	33,7	35,8	31,4	32,9	34,9	30,9
	20 to 64 years	70,3	77,9	62,8	69	75,8	62,3	68,6	75,1	62,1	68,6	75	62,3	68,5	74,6	62,4
	25 to 54 years	79,5	86,9	72	78	84,6	71,4	77,6	83,9	71,3	77,6	83,9	71,3	77,2	83,2	71,2
	55 to 64 years	45,6	55	36,8	46	54,8	37,8	46,3	54,6	38,6	47,4	55,2	40,2	48,9	56,4	41,8
Spain	15 to 64 years	<b>64,3</b>	<b>73,5</b>	<b>54,9</b>	<b>59,8</b>	<b>66,6</b>	<b>52,8</b>	<b>58,6</b>	<b>64,7</b>	<b>52,3</b>	<b>57,7</b>	<b>63,2</b>	<b>52</b>	<b>55,4</b>	<b>60,2</b>	<b>50,6</b>
	15 to 24 years	36	39,3	32,5	28	29,4	26,5	24,9	25,6	24,2	21,9	22,1	21,8	18,2	18,4	18
	20 to 64 years	68,3	78,1	58,3	63,7	71	56,3	62,5	69,1	55,8	61,6	67,6	55,5	59,3	64,5	54
	25 to 54 years	75,3	84,4	65,9	70,7	77,3	63,8	69,6	75,7	63,2	68,7	74,5	62,7	66,3	71,1	61,3
	55 to 64 years	45,6	60,9	31,1	44,1	56,7	32,3	43,6	54,7	33,2	44,5	53,9	35,6	43,9	52,4	36

<b>Unemployment rate. Annual average. Broken down by age and gender</b>																
	Year	2008			2009			2010			2011			2012		
	Age / Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	<b>Total</b>	<b>7,1</b>	<b>6,7</b>	<b>7,6</b>	<b>9</b>	<b>9,1</b>	<b>9</b>	<b>9,7</b>	<b>9,7</b>	<b>9,6</b>	<b>9,7</b>	<b>9,6</b>	<b>9,8</b>	<b>10,5</b>	<b>10,4</b>	<b>10,5</b>
	under 25 years	15,8	15,8	15,8	20,1	21,2	18,9	21,1	21,8	20,2	21,4	21,9	20,8	22,8	23,5	22,1
	from 25 to 74 years	6	5,5	6,5	7,7	7,6	7,7	8,3	8,3	8,4	8,3	8,2	8,5	9,1	8,9	9,2
Spain	<b>Total</b>	<b>11,3</b>	<b>10,1</b>	<b>13</b>	<b>18</b>	<b>17,7</b>	<b>18,4</b>	<b>20,1</b>	<b>19,7</b>	<b>20,5</b>	<b>21,7</b>	<b>21,2</b>	<b>22,2</b>	<b>25</b>	<b>24,7</b>	<b>25,4</b>
	under 25 years	24,6	23,7	25,8	37,8	39,1	36,4	41,6	43,2	39,8	46,4	48,2	44,4	53,2	54,4	51,8
	from 25 to 74 years	9,8	8,5	11,5	15,9	15,5	16,4	18	17,5	18,5	19,4	18,9	20,1	22,7	22,3	23,1

<b>Long term unemployment. Percentage of unemployed people job seeking for one year of more in the total active population. Annual average</b>																
	Year	2008			2009			2010			2011			2012		
	Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27		2,6	2,4	2,8	3	2,9	3,1	3,9	3,9	3,8	4,1	4,2	4,1	4,6	4,6	4,6
Spain		2	1,4	2,9	4,3	3,7	5	7,3	7,1	7,7	9	8,6	9,5	11,1	10,8	11,6

<b>Employment rate for older persons (from 55 to 64 years)</b>																
	Year	2008			2009			2010			2011			2012		
	Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27		45,6	55	36,8	46	54,8	37,8	46,3	54,6	38,6	47,4	55,2	40,2	48,9	56,4	41,8
Spain		45,6	60,9	31,1	44,1	56,7	32,3	43,6	54,7	33,2	44,5	53,9	35,6	43,9	52,4	36

<b>Proportion of income for the over 65s: Ratio between income of over 65s and that of under 65s</b>																
	Year	2008			2009			2010			2011			2012		
	Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27		0,85	0,88	0,83	0,86	0,9	0,84	0,88	0,92	0,86	0,89	0,93	0,87	0,92	0,95	0,89
Spain		0,79	0,81	0,78	0,82	0,82	0,81	0,86	0,87	0,84	0,86	0,9	0,84	0,93	0,98	0,92

<b>Ratio of aggregate replacement. Ratio between persons aged 65 to 74 years and working income for persons aged 55 to 59 years</b>																
	Year	2008			2009			2010			2011			2012		
	Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27		0,5	0,49	0,53	0,51	0,54	0,5	0,53	0,56	0,52	0,54	0,56	0,52	0,56	0,59	0,54
Spain		0,49	0,54	0,48	0,5	0,58	0,47	0,53	0,59	0,48	0,56	0,61	0,5	0,58	0,63	0,49

## European indicators on access to quality services

Life expectancy for a healthy life from birth to 65 years																
	Year	2008			2009			2010			2011			2012		
	Age / Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	At birth		61,1	62,2		61,3	62		61,7	62,7						
	At 65 years		8,3	8,5		8,4	8,4		8,7	8,9						
Spain	At birth		64,1	63,6		62,9	62,2		64,4	63,9		65,4	65,8		64,7	65,7
	At 65 years		9,9	8,7		9,2	8,4		9,6	8,9		9,7	9,3		9,2	9

Early school leaving																
	Year	2008			2009			2010			2011			2012		
	Age / Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27		14,8	16,8	12,8	14,3	16,2	12,4	14	15,9	12,1	13,5	15,4	11,6	12,8	14,5	11,0
Spain		31,9	38	25,7	31,2	37,4	24,7	28,4	33,5	23,1	26,5	31	21,9	24,9	28,8	20,8

## Information on the national setting

Rate of GDP growth						
	Year	2008	2009	2010	2011	2012
EU-27		0,4	-4,5	2,1	1,6	-0,4
Spain		0,9	-3,7	-0,3	0,4	-1,4

GDP per capita in purchasing power parity (PPS=100)						
	Year	2008	2009	2010	2011	2012
EU-27		100	100	100	100	100
Spain		104	103	99	98	97

Rate of risk of poverty among the employed population																
	Year	2008			2009			2010			2011			2012		
		T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	Total	8,6	9,1	8	8,4	9	7,8	8,4	8,9	7,8	8,9	9,4	8,3	9,4	9,9	8,7
Spain	Total	11,2	12,2	9,7	11,7	12,6	10,5	12,8	13,7	11,6	12,2	13,4	10,6	12,3	13,6	10,8

Risk of poverty by type of working hours																
	Year	2008			2009			2010			2011			2012		
		T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	Part-time	12,4			12,7			12,4			13,5			13,8		
	Full-time	7,4			7,1			7,3			7,5			8		
Spain	Part-time	16,5			18			19,2			19,2			18,8		
	Full-time	10			10,3			11,7			11			10,9		

Users of the Basic Benefits Plan of Social Services in local communities (Except for regions of Basque Country and Navarre)						
	Year	2008	2009	2010	2011	2012
Spain		5.818.824	6.750.461	6.946.299	6.784.352	

Users of the Information System by Social Services Users (Except regions of Catalonia, Castile-La Mancha, Canary Islands and Basque Country)						
	Provision / Year	2008	2009	2010	2011	2012
Spain	1 - Inf., guidance, mobilis. of resources	975.984	1.229.461	1.343.733	1.373.786	
	Conventional Unit and Home	433.981	527.553	577.133	617.045	
	Alternative accommodation	87.173	94.673	95.583	94.111	
	Prevention and insertion	125.386	166.514	178.555	182.405	
	Needs from subsistence	458.480	576.558	633.069	679.987	
	<b>Total</b>		<b>2.081.004</b>	<b>2.594.759</b>	<b>2.828.073</b>	<b>2.947.334</b>

No. of persons living in homes where all members are unemployed, broken down by age																
	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	0-17	9,3			10,2			10,7			10,8			11,1		
	18-59	9,2	8,2	10,1	10,1	9,3	10,9	10,4	9,7	11,2	10,5	9,8	11,2	10,8	10,2	11,5
Spain	0-17	6,5			9,9			10,8			11,9			13,8		
	18-59	7,4	7,2	7,7	10,8	10,9	10,7	11,8	12	11,6	12,9	13,1	12,7	15	15,3	14,6

Annual averages of activity rates; age and gender																
	Year	2008			2009			2010			2011			2012		
	Age/Gender	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
EU-27	15 to 64 years	<b>70,8</b>	<b>77,9</b>	<b>63,7</b>	<b>70,9</b>	<b>77,8</b>	<b>64,1</b>	<b>71,0</b>	<b>77,6</b>	<b>64,4</b>	<b>71,2</b>	<b>77,6</b>	<b>64,8</b>	<b>71,8</b>	<b>78,0</b>	<b>65,6</b>
	15 to 24 years	44,3	47,8	40,8	43,7	46,9	40,4	43,0	46,1	39,7	42,8	45,8	39,7	42,6	45,5	39,6
	25 to 54 years	84,6	92,0	77,3	84,7	91,8	77,7	84,9	91,7	78,1	85,0	91,6	78,3	85,3	91,7	78,9
	55 to 64 years	48,1	57,9	38,8	49,1	58,6	40,2	49,8	58,9	41,2	50,9	59,5	42,8	52,8	61,2	44,8
Spain	15 to 64 years	<b>72,6</b>	<b>81,8</b>	<b>63,2</b>	<b>73,0</b>	<b>81,0</b>	<b>64,8</b>	<b>73,4</b>	<b>80,7</b>	<b>65,9</b>	<b>73,7</b>	<b>80,4</b>	<b>67,0</b>	<b>74,1</b>	<b>80,1</b>	<b>67,9</b>
	15 to 24 years	47,7	51,5	43,7	45,1	48,3	41,7	42,7	45,1	40,1	40,9	42,6	39,1	38,8	40,2	37,4
	25 to 54 years	83,8	92,6	74,7	84,7	92,3	76,7	85,5	92,5	78,3	86,0	92,6	79,3	86,7	92,7	80,6
	55 to 64 years	49,2	65,1	34,2	50,2	64,0	37,2	50,8	63,9	38,5	52,3	63,7	41,7	53,5	63,8	43,8

Social spending as a percentage of GDP						
	Area	2008	2009	2010	2011	2012
EU-27	<b>All areas</b>	<b>25,7</b>	<b>28,5</b>	<b>28,1</b>	<b>27,8</b>	
	Illness / Health	7,6	8,4	8,3	8,2	
	Disability	2,1	2,2	2,2	2,1	
	Old age	10,2	11,1	11,1	11,1	
	Survival	1,6	1,7	1,7	1,6	
	Family / Childhood	2,1	2,3	2,3	2,2	
	Unemployment	1,3	1,7	1,7	1,6	
	Housing	0,5	0,6	0,6	0,6	
	Social Exclusion	0,4	0,4	0,4	0,4	
Spain	<b>All areas</b>	<b>21,7</b>	<b>24,9</b>	<b>25,3</b>	<b>25,6</b>	
	Illness / Health	6,8	7,3	7,2	7,0	
	Disability	1,6	1,7	1,8	1,8	
	Old age	7,1	8,1	8,6	8,9	
	Survival	2,0	2,1	2,2	2,3	
	Family / Childhood	1,4	1,5	1,5	1,4	
	Unemployment	2,5	3,7	3,6	3,7	
	Housing	0,2	0,2	0,2	0,2	
	Social Exclusion	0,2	0,2	0,2	0,2	

Impact of Social Transfers on the reduction of child poverty, including / excluding pensions												
	Year	2008		2009		2010		2011		2012		
		Including pensions	Excluding pensions									
EU-27		53,21%	39,10%	54,21%	40,18%	53,90%	41,19%	54,49%	40,57%	53,91%	35,37%	
Spain		29,50%	12,96%	34,63%	15,99%	34,53%	20,00%	36,97%	20,27%	37,58%	18,75%	

Childcare																	
	Age / hours PER WEEK	No hours	1 to 29 hours	30 hours or more	No hours	1 to 29 hours	30 hours or more	No hours	1 to 29 hours	30 hours or more	No hours	1 to 29 hours	30 hours or more	No hours	1 to 29 hours	30 hours or more	
EU-27	Under three years	72	15	13	72	14	13	72	14	14	71	15	15				
	From three years to compulsory school age	17	40	43	17	40	44	16	39	45	16	37	47				
	From compulsory school age to twelve years.	6	41	53	6	39	54	5	39	56	4	38	58				
Spain	Under three years	62	22	16	64	18	18	62	20	18	61	20	19				
	From three years to compulsory school age	5	50	45	6	50	44	5	45	50	14	45	41				
	From compulsory school age to twelve years	2	46	51	4	43	53	2	42	55	0	45	55				

Child mortality																	
	Year	2008			2009			2010			2011			2012			
	Age/Gender	T	V	M	T	V	M	T	V	M	T	V	M	T	V	M	
EU-27		4,30%			4,20%			4,00%			3,90%						
Spain		3,30%			3,20%			3,20%			3,10%						

Deprivation of housing. Housing with significant shortcomings of inhabitability																	
	Year	2008			2009			2010			2011			2012			
	Age/Gender	T	V	M	T	V	M	T	V	M	T	V	M	T	V	M	
EU-27	<b>Total</b>	<b>6,60</b>	<b>6,70</b>	<b>6,60</b>	<b>6,00</b>	<b>6,10</b>	<b>5,90</b>	<b>5,70</b>	<b>5,80</b>	<b>5,70</b>	<b>5,50</b>	<b>5,60</b>	<b>5,40</b>	<b>5,50</b>	<b>5,60</b>	<b>5,50</b>	
	under 18 years	9,30	9,30	9,40	8,70	8,70	8,80	8,30	8,10	8,60	7,90	7,80	8,00	8,30	8,10	8,50	
	from 18 to 64 years	6,80	6,90	6,70	6,10	6,20	6,00	5,90	5,90	5,80	5,70	5,80	5,60	5,60	5,70	5,60	
	from 65 years or more	3,00	2,30	3,50	2,50	2,00	2,90	2,50	2,00	2,80	2,30	1,80	2,70	2,30	1,80	2,70	
Spain	<b>Total</b>	<b>1,60</b>	<b>1,80</b>	<b>1,50</b>	<b>1,80</b>	<b>1,80</b>	<b>1,80</b>	<b>1,80</b>	<b>2,00</b>	<b>1,70</b>	<b>2,10</b>	<b>2,20</b>	<b>1,90</b>	<b>1,30</b>	<b>1,40</b>	<b>1,20</b>	
	under 18 years	2,50	2,40	2,60	3,10	3,10	3,10	2,90	2,90	2,80	3,30	3,10	3,50	2,10	2,10	2,20	
	from 18 to 64 years	1,70	1,80	1,50	1,80	1,70	1,80	1,80	2,00	1,70	2,10	2,30	2,00	1,30	1,40	1,20	
	from 65 years or more	0,60	0,60	0,70	0,50	0,50	0,50	0,70	0,60	0,70	0,40	0,60	0,30	0,30	0,30	0,30	



This National Action Plan on Social Inclusión 2013-2016, for the Kingdom of Spain, was created with the hope of contributing to a more egalitarian society, where people (particularly minors) have their basic needs covered, and where everyone may freely and responsibly make their own life choices. It has been approved by means of a Governmental Agreement in Council of Ministers the 13<sup>th</sup> December 2013.



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