



POVERTY WATCH

SPAIN

2019

Red Europea de Lucha contra la Pobreza y la Exclusión Social en el Estado
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The European Anti-Poverty Network (EAPN) is a European Platform of Social Entities that work and fight against Poverty and Social Exclusion in the European Union member states. The EAPN seeks to promote the exercise of rights and duties of those people suffering from poverty and social exclusion, breaking their isolation and improving their situation. Its main objective is to place these issues at the centre of the political debates of the European Union.

In Spain, the European Network for the Fight against Poverty and Social Exclusion in the Spanish State (EAPN SPAIN) is a horizontal, plural and independent organization that works to transfer this objective to the Spanish reality and to influence public policies, at European, state, regional and local levels. It is currently composed of 19 regional networks and 15 state-level organizations, all of them non-profit and with a common component: the fight against poverty and social exclusion. In total, EAPN SPAIN encompasses more than eight thousand social NGO throughout the State.

Among our objectives, shared with EAPN Europe, there is the implementation of a working method to join forces with key actors in order to achieve greater and better results in the fight for the eradication of poverty and social exclusion in Spain.

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1. EXECUTIVE SUMMARY

The decade 2008-2018 is a great loss for social progress. To meet the Europe 2020 Strategy's national target, the number of people at risk of poverty and / or social exclusion should be reduced by 2.3 million in the next year. If we do not move in the right direction, Spain will also fail to comply with the principles of the EU Social Rights Pillar and with the United Nations Sustainable Development Goals.

The report describes the average situation for Spain, with a reference to the territorial disparities which are reflected in all AROPE and inequality indicators. The country is divided into two halves: from Madrid to the north, the Autonomous Communities have low AROPE rates, between 3 and 14 percentage points below the national average, similar to those of the most advanced European countries. Moreover, the Southern Autonomous Communities have extraordinarily high rates, between 4 and 18 percentage points above the national average.

The current rate of AROPE, 26.1%, is 2.3 percentage points above the rate of 2008. In this decade, the number of people in AROPE has gone from 11 to 12.2 million (of which 10 million are only at risk of poverty, not in severe material deprivation, or in a low-work intensity household). The chronicity of poverty is linked to the persistent inequality rate: 20% of the population with the highest income level multiply by six the income of the 20% with the lowest income level. The economic recovery only benefited those quartiles with higher income levels, while the groups with the lowest purchasing power have not yet reached their 2008 level. Some 2.6 million people (5.7%) live in severe poverty (poverty risk threshold at 30% of the median), a figure that rises to 4.3 million people (9.2%), if the threshold is stated at 40 % of the median.

Although the AROPE rate is slowly decreasing since 2014, the situation of women does not improve in equal terms with men (the female AROPE is 27%, 2 points more than the male AROPE, which is 25.1%); this gender inequality is repeated in all age groups. Regarding the age groups, the most affected are young people, aged 16 to 29 (33.8 %), followed by children and adolescents (29.5%), which are still very high. Education and employment are not totally determinant of social mobility, a trend that consolidates through time. Although still an important factor, having a higher educational level than the basic one does not prevent the risk of being in poverty or exclusion. Those with lower secondary education have the highest rate of AROPE, almost 34%. A fifth of those with tertiary education are also in AROPE (12.6 %). Unemployment is crucial to determine the risk of falling into poverty and social exclusion, affecting almost 6 in 10. The unemployed have registered an increase in their AROPE rate of 16.8 percentage points since 2008. However, 3 out of 4 people in AROPE do not live in homes with low-work intensity, which means that having a job is not enough to avoid poverty or material deprivation. The non-EU resident population has the highest AROPE rate (56%), followed by the EU citizens (47.7%) and the Spanish (23.1%). Although AROPE rates among the foreign population are very high, they are not many within the population group who is in AROPE: 82.8% are Spanish and only 17.2% are foreigners. The type and composition of households are determining factors for the risk of poverty and exclusion: 50% of single-parent households are affected (2 percentage point increase between 2017 and 2018) and all households with children or adolescents have higher rates than those where there are adults only.

For the first time this Report analyses the relationship between poverty and wellbeing, health and overall satisfaction with life.

In order to address these complex and severe social realities, we present the proposals and recommendations elaborated by people experiencing poverty, at the EAPN Annual meeting of Participation, which took place in Santiago de Compostela, in June 2019. The first set is referred to Minimum Income; the following are related to education and the inter-generational transmission of poverty; the unemployment and precarious work; social protection (Social Services and Employment Services); housing; the effectiveness and efficacy of policies and finally, the participation and involvement of people experiencing poverty.

In 2019, the Spanish Government launched a *Strategy Against Energy Poverty* and the *National Strategy for the Prevention and Fight Against Poverty and Social Exclusion 2019-2023*, which are also described in this Report. EAPN SPAIN was involved in these Strategy's debates and follow-up, in representation of the Third Sector Platform and as a member of the National Council of NGOs, a consultation body at the Ministry of Health, Consumption and Social Welfare.



2. Introduction

In Spain, the different manifestations of poverty and social exclusion are a shortage of income, lack of decent housing, material deprivation, more difficult educational and healthcare paths due to hardships, poverty of families living in disadvantaged environments, and limited or truncated access to basic services. Women, non-EU migrants, young people and single-parent families tend to be more affected by poverty.

The Poverty Watch 2019 describes the key characteristics of poverty and social exclusion in Spain and presents the main features of a possible Anti-Poverty Strategy, aimed at the eradication of poverty and social exclusion.

3. Europe 2020 headline targets

On March 3rd, 2010, the European Union presented the Commission Communication entitled "Europe 2020, a strategy for smart, sustainable and inclusive growth", with common headline targets for economic and social development. To meet these targets, Member States made specific commitments and generated reform programs to achieve them. Within these commitments, for the period 2009-2019, the Spanish government adopted the objective of "*reducing between 1,400,000 and 1,500,000 the number of people at risk of poverty and social exclusion, according to an aggregate indicator that includes people who live below the poverty line (relative poverty); people who suffer severe material deprivation, and people who live in homes with low or no employment intensity. The reduction of child poverty would be carried out in a proportion similar to the reduction of poverty in general*".¹

Eurostat set up the AROPE (*At Risk of Poverty and / or Exclusion*) indicator, including and combining the three abovementioned sub-indicators, as well as a standardized methodology for its annual calculation in each of the EU countries.

Since 2011, the European Network for the Fight against Poverty and Social Exclusion (EAPN SPAIN)² analyses the AROPE evolution in Spain and the degree of compliance with the Spanish commitments in our annual Report "*The State of*

¹ Programa Nacional de Reformas de España 2011. Madrid: Ministerio de Sanidad, Servicios Sociales e Igualdad. https://www.msssi.gob.es/ssi/familiasInfancia/inclusionSocial/inclusionSocialEspana/programasNacionales/docs/pnr_Espana

² <https://www.eapn.es/>

Poverty.³ Its objective is to present a vision -as complete as possible- of the incidence and intensity of poverty and social exclusion, at the national and regional levels, and to evaluate the degree of progress towards our social inclusion target, specified in the European 2020 Strategy.

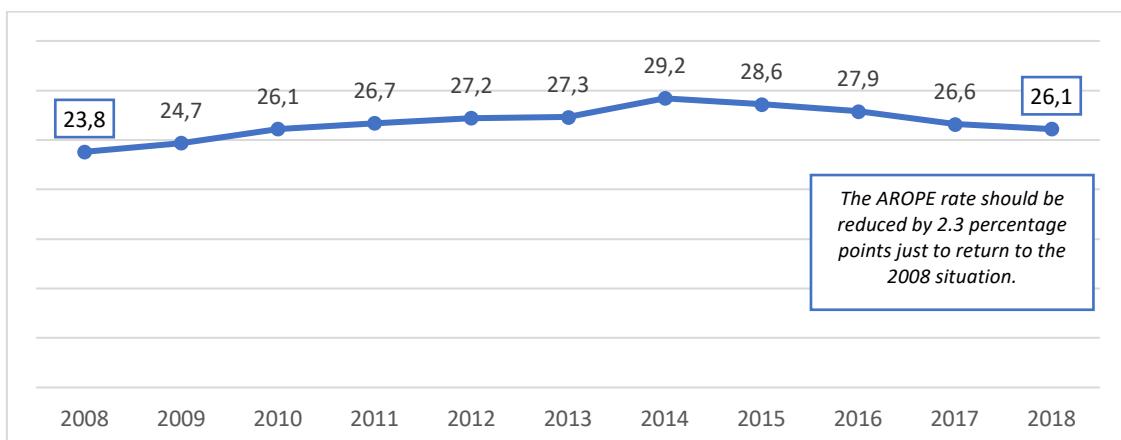
4. AROPE, At risk of poverty and exclusion

A decade has been lost with respect to social progress. Months before the deadline set by the EU2020 Strategy, we are still far from even getting to the starting 2009 figures and today there are around 12 million people who are at risk of poverty and exclusion, which is 26.1% of the resident population in Spain.

In order to meet the target, set by Spain in Europe 2020, the number of people at risk of poverty and/or social exclusion should be reduced by 2.3 million in the next year. The AROPE rate in Spain is 4.2 percentage points higher than the EU average and the seventh-highest (after Bulgaria, Romania, Greece, Lithuania, Italy and Latvia). It increased 2.8 percentage points since 2008; this is the fifth-highest growth among the EU 28.

Although the population at risk of poverty and exclusion (AROPE) dropped from 26.6% to 26.1%, Spain is still far from meeting the goal of the Europe 2020 Strategy and even returning to the 2008 values.

Graph 1. Evolution of the AROPE rate 2008-2018 (% of the population)



Source: Living Conditions Survey, published in 2019, by the National Institute of Statistics of Spain

³ Juan Carlos Llano (2019). **XIX Informe sobre el Estado de la Pobreza. Seguimiento del indicador de riesgo de pobreza y exclusión social en España.** EAPN Spainpaña. Madrid: EAPN Spainpaña.

The following statistical analysis shows that the economic recovery has not reached all the population, that inequality level remains high, that certain groups have lost a big proportion of their purchasing power in real terms in the last decade and consequently that the risk of poverty and exclusion rate, although descending, will not allow to deliver on the Poverty Headline Target, committed by the Spanish Government with regard to the EU2020 Strategy.

Despite the improvement of the AROPE rate in the last four years, which has been reduced by 3.1 percentage points, there are still another 2.3 points to reach the situation of 2008. In addition, achieving the objective would mean adding as minimum of three percentage points to the outstanding figure, which means that the committed goal is still more than five points away, that is, just over 2,3 million people. At the time, reducing the rate by three percentage points over 10 years was not a particularly ambitious goal. However, it does not seem possible that it can be met anyway.

This is not just the breach of the targets committed to in the EU 2020 strategy. Many of the results offered in this report go in the opposite direction of the principles gathered in the European Pillar of Social Rights, proclaimed in Gothenburg, in 2017, and in the Sustainable Development Goals, of the UN 2030 Agenda.

4.1. *AROPE components*

The AROPE rate is an indicator composed by three sub-indicators that represent three population groups: people in relative poverty or at-risk-of poverty,⁴ people with severe

⁴ We prefer to use the term “relative poverty” instead of “At risk-of-poverty” to facilitate comprehension and to avoid often confusion between this and the AROPE, “At risk of poverty and exclusion”. The at-risk-of-poverty rate is the share of people with an equivalized disposable income (after social transfer) below the at-risk-of-poverty threshold, which is set at 60 % of the national median equivalized disposable income after social transfers. This indicator does not measure wealth or poverty, but low income in comparison to other residents in that country, which does not necessarily imply a low standard of living.

The at-risk-of-poverty rate before social transfers is calculated as the share of people having an equivalized disposable income before social transfers that is below the at-risk-of-poverty threshold calculated after social transfers. Pensions, such as old-age and survivors’ (widows’ and widowers’) benefits, are counted as income (before social transfers) and not as social transfers. This indicator examines the hypothetical non-existence of social transfers. The persistent at-risk-of-poverty rate shows the percentage of the population living in households where the equivalized disposable income was below the at-risk-of-poverty threshold for the current year and at least two out of the preceding three years. Its calculation requires a longitudinal instrument, through which the individuals are followed over four years.

material deprivation⁵ and people in households with low work intensity⁶. Someone who is in any of the three is in AROPE as well; however, individuals can only be counted only once, even if they are included in more than one sub-indicator.

The Venn Diagram shows the seven population groups that are obtained by combining the AROPE sub-indicators.

In the first place, the people who are at poverty risk rate -which reaches 21.5% of the population, that is just over 10 million people- are divided as follows:

1. People who are in relative poverty and do not suffer from severe material deprivation or live in households with low work intensity. These are almost 2/3 of the group and account for 14.4% of the population. In 2017 they were 13.7%.
2. People who are in relative poverty and live in households with low work intensity, but do not suffer from severe material deprivation. They are approximately one fifth of the total group and make up 3.6% of the total population. In 2017 they were 4.7%.
3. People who are in relative poverty and suffer from severe material deprivation but are not part of a household with low labour intensity. They are approximately one twelfth

⁵ Material deprivation refers to a state of economic strain and durables, defined as the enforced inability (rather than the choice not to do so) to pay unexpected expenses, afford a one-week annual holiday away from home, a meal involving meat, chicken or fish every second day, the adequate heating of a dwelling, durable goods like a washing machine, color television, telephone or car, being confronted with payment arrears (mortgage or rent, utility bills, hire purchase instalments or other loan payments).

The material deprivation rate is an indicator in EU-SILC that expresses the inability to afford some items considered by most people to be desirable or even necessary to lead an adequate life. The indicator distinguishes between individuals who cannot afford a certain good or service, and those who do not have this good or service for another reason, e.g. because they do not want or do not need it. The indicator adopted by the Social protection committee measures the percentage of the population that cannot afford at least three of the following nine items:

1. to pay their rent, mortgage or utility bills;
2. to keep their home adequately warm;
3. to face unexpected expenses;
4. to eat meat or proteins regularly;
5. to go on holiday;
6. a television set;
7. a washing machine;
8. a car;
9. a telephone.

Severe material deprivation rate is defined as the enforced inability to pay for at least four of the above-mentioned items.

⁶ The indicator persons living in households with very low work intensity is defined as the number of persons living in a household where the members of working age worked less than 20 % of their total potential during the previous 12 months. The work intensity of a household is the ratio of the total number of months that all working-age household members have worked during the income reference year and the total number of months the same household members theoretically could have worked in the same period. A working-age person is a person aged 18-59 years, with the exclusion of students in the age group between 18 and 24 years. Households composed only of children, of students aged less than 25 and/or people aged 60 or more are completely excluded from the indicator calculation.

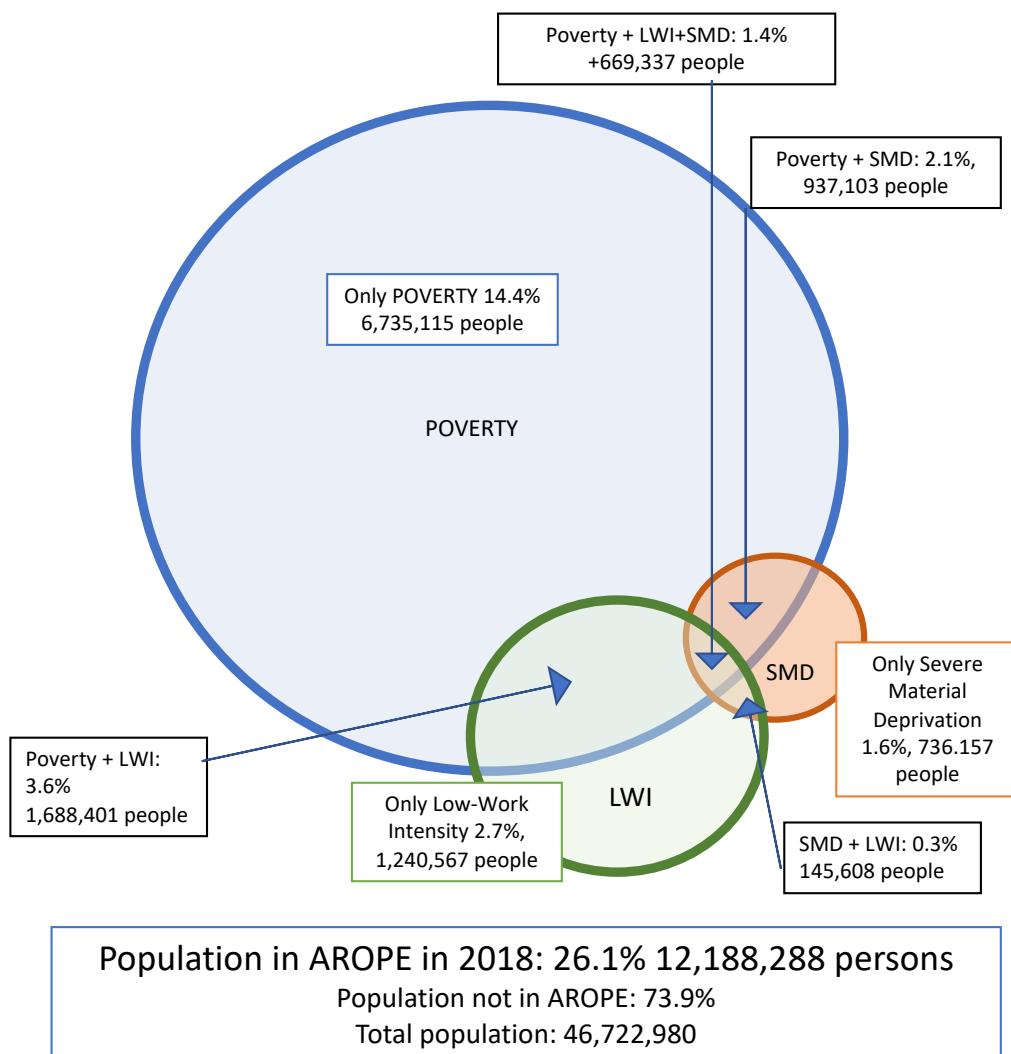
of the total group and account for 2.1% of the total population. In 2017 they were 1.6%.

4. The group of people who are in relative poverty, suffer severe material deprivation and live in homes with low labour intensity, which reaches 1.4% of the total population. In 2017 it was 1.7%.

Secondly, those people who are not in relative poverty, but are either in severe material deprivation, live in a home with low work intensity, or suffer both problems. They are 4.6% of the population, that is, just over 2.1 million people. They are divided into three groups:

5. People who are only in low work intensity households and are not in relative poverty, nor in severe material deprivation. This group accounts for 2.7% of the population. In 2017 this group was 9.7%.
6. People who are not in relative poverty but are in low-work intensity and in severe material deprivation at the same time. They are very few and only represent 0.3% of the population. Last year they were 0.2%.
7. People who are in severe material deprivation but are not in relative poverty and do not live in households with low-work intensity. They represent 1.6% of the population, the same figure as the previous year.

Graph 2. AROPE sub-indicators and intersections



SOURCE: LLANO, JUAN CARLOS (2019) *XIX INFORME SOBRE EL ESTADO DE LA POBREZA. SEGUIMIENTO DEL INDICADOR DE RIESGO DE POBREZA Y EXCLUSIÓN SOCIAL EN ESPAÑA*. EAPN ESPAÑA. MADRID: EAPN ESPAÑA.

The macroeconomic recovery is far from effectively reaching all people. On the one hand, poverty reduction has been minimal: only eight tenths below its historical maximum. In this regard, the reduction in AROPE is mainly due to the significant decrease in the Low-work intensity indicator, which has diminished by 6.4 percentage points since 2014. Severe material deprivation, the third component of AROPE, has ended with four years of uninterrupted reduction and this last year has increased to 5.4%. With respect to the initial value, it is 1.8 percentage points above. It seems little, but it is a lot, because it amounts to a 50% increase.

The most important thing is what concerns the distribution of the consequences of the economic crisis. This Report shows the clear worsening of the living conditions of the poorest people, the increasing gender-based differences, the weight of socioeconomic

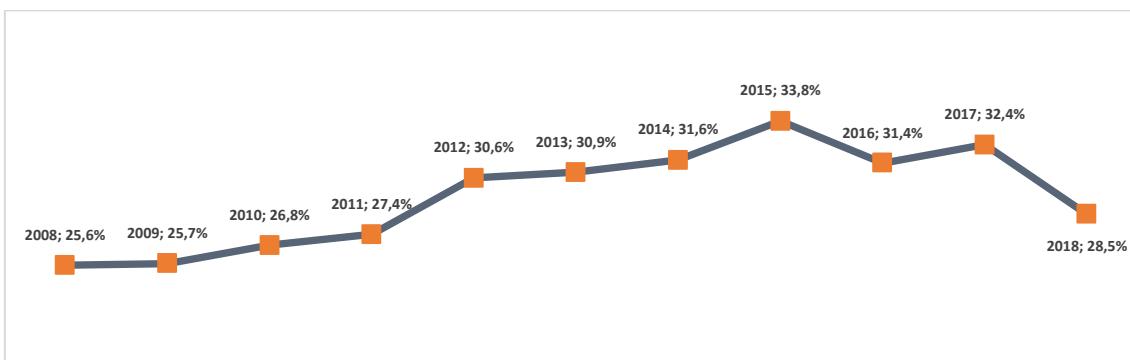
determinants (such as the type of household, the educational level...) and the reinforcement of regional disparities.

4.2. At-Risk of Poverty Gap

The Relative Median At-Risk-of Poverty Gap is a measure to analyse the intensity of poverty. In order to measure inequality, we utilize the percentages of people in severe/extreme poverty, with two thresholds: 30% and 40% of the median income. With these indicators, it is possible to have a clear vision **on how poor the poor people are and how far, in terms of income, they remain from the rest of the social groups.**

The individual poverty gap of a poor person is equivalent to the amount of money they would need to enter to stop being, that is, the difference between their net income and the poverty line. In order to make comparisons possible, it is necessary that this difference be expressed as a percentage of the poverty threshold.⁷ The evolution of this indicator shows a reverse of the tendency, from 2017 to 2018. However, the effort needed to overcome this gap is still higher than in 2008.

Graph 3. Poverty Gap



SOURCE: JUAN CARLOS LLANO (2019), LOC. CIT.

4.3. "Severe At-Risk of Poverty"

Those who earn less than half of the income considered as the poverty risk threshold are in severe poverty. That is, those who live with less than 30% of the median income of the year.

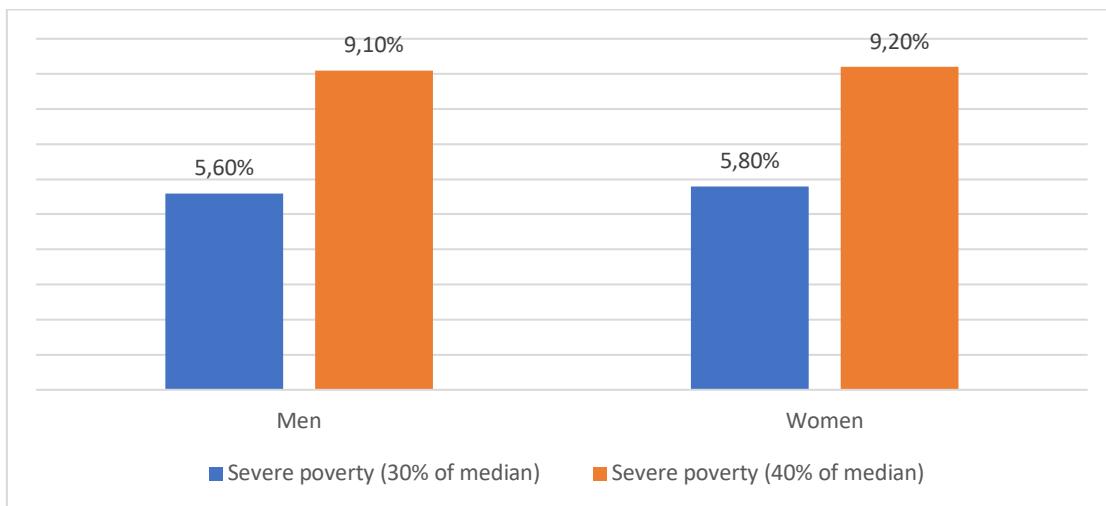
In 2018, approximately 5.7% of the population, about 2.6 million people, live in severe poverty. This means that approximately one third of the population at risk of poverty is

⁷ In 2018, the poverty threshold was € 8,871 per year and, if a person earns only € 7,000 per year, he/she may need € 1,871 more in order to stop being poor; in this case, his/her poverty gap is 21%.

in "severe poverty." The figure represents a reduction of 1.2 percentage points compared to 2017, that is, about 500,000 people less.

If it is calculated with a threshold equivalent to 40% of the median income, 9.2% of the Spanish population are in severe poverty, that is, about 4.3 million people, who are just under half of the population who is at risk of poverty. In 2018, men and women are in "severe poverty" in similar percentages.

Graph 4. "Severe poverty" by sex, considering 40% and 30% of Income Median



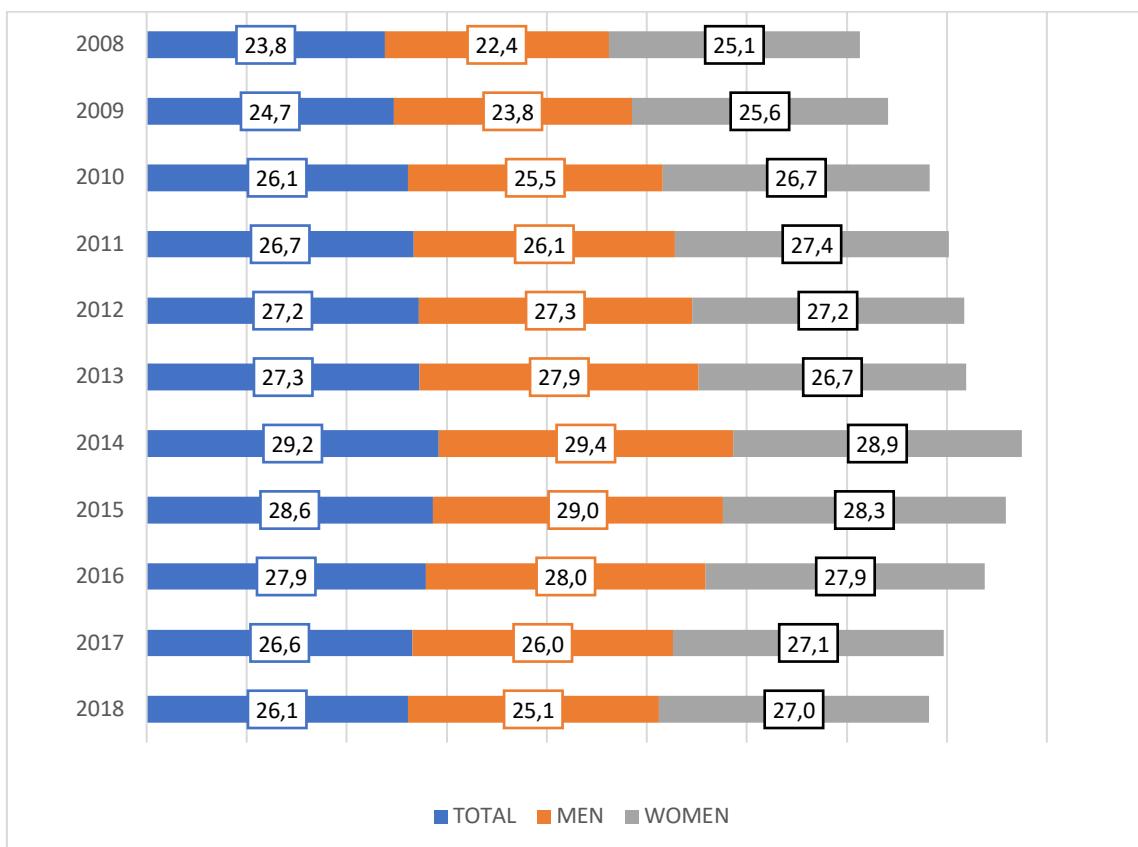
SOURCE: JUAN CARLOS LLANO (2019), LOC. CIT.

Severe poverty reaches **16.8% of the foreign population of the European Union and 18.7% of the non-EU**. These figures, despite registering a decrease with respect to the data of the previous year, are extraordinarily high and multiply by four those recorded among the Spanish population.

4.4. AROPE rates by sex

In the last two years, female rates have been higher than men rates, which indicates that the economic recovery is not benefitting both sexes in equal terms. In 2019, there are 700,000 more women in AROPE, than men (6.4 and 5.7 million respectively).

Graph 5. Evolution of the AROPE Indicator 2008-2018 by sex (% of the female and male populations)



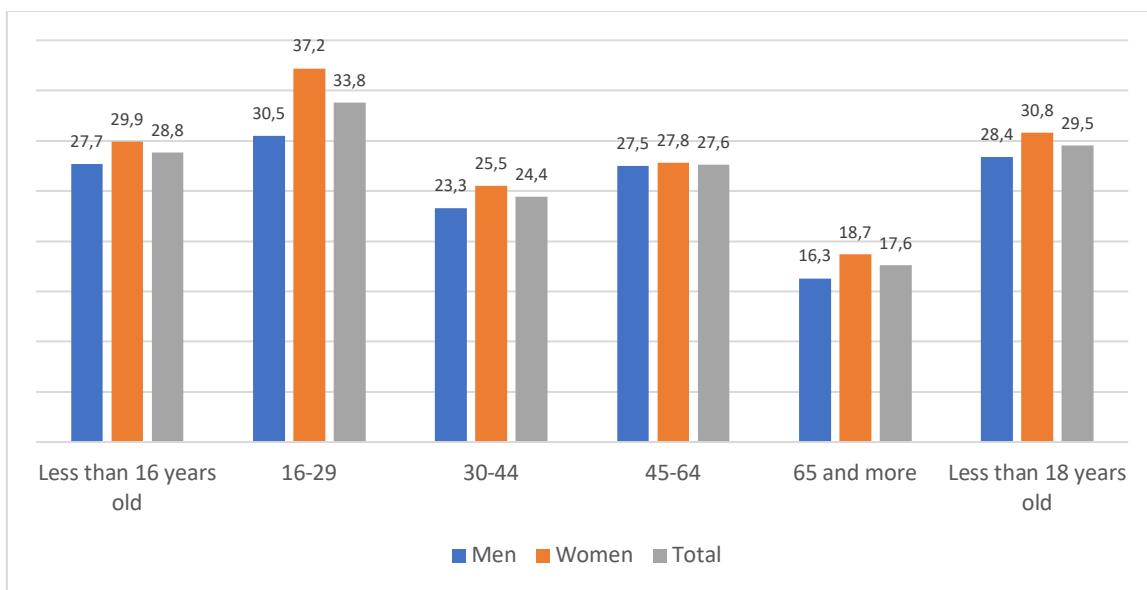
Source: Living Conditions Survey, published in 2019, by the National Institute of Statistics of Spain.

Women have higher rates in AROPE, risk of poverty, severe material deprivation, low intensity of employment at home, severe poverty and all variables related to the labour market. Although the differences are not very high, the evolution is increasing in most of them and the tendency to deteriorate the situation of women with respect to men is clear. In addition, the improvement of some indicators registered in recent years also has clear differences by sex. Thus, for most of them, the decline has been much more intense among the male population. A clear example is the poverty risk rate that, after being reduced for two consecutive years, registers the highest value of the entire historical series for women.

4.5. AROPE rates by age

In 2018, regarding the age-groups, women have higher percentages of AROPE rates in every category. The age group most affected is composed by young people, from 16 to 29 years old; those who are less than 18 years old (minors or children) are almost 3 out of 10 in AROPE.

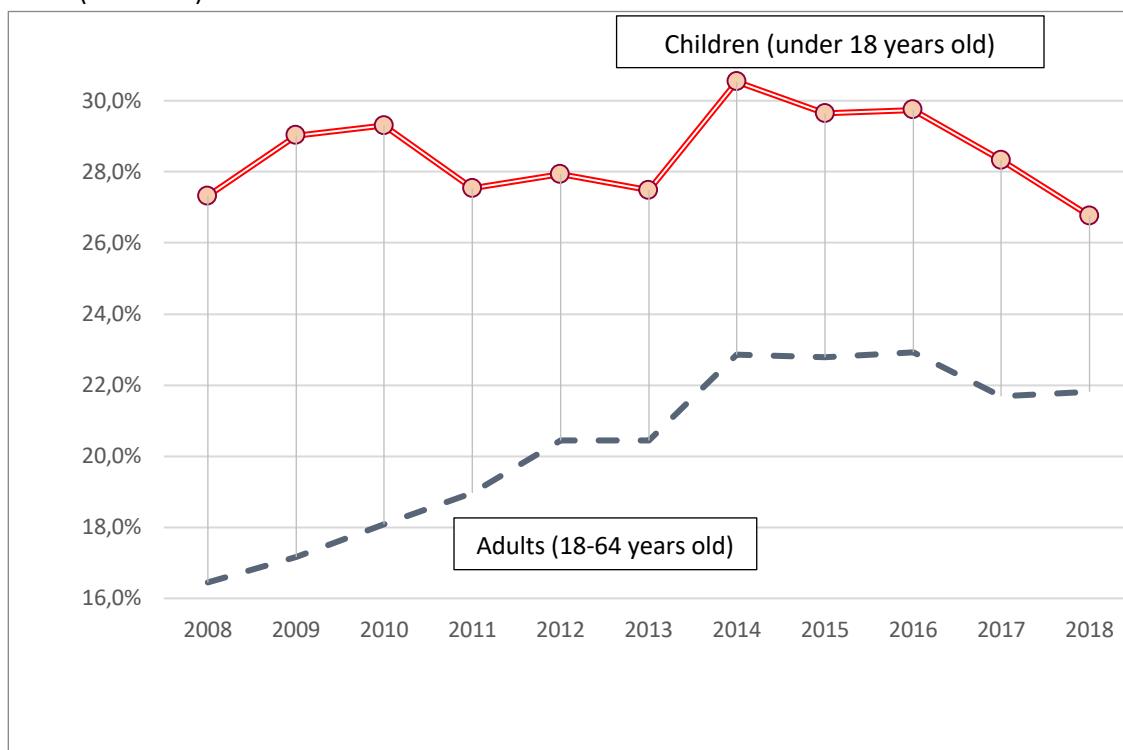
Graph 6. AROPE rates by sex and age groups



Source: Living Conditions Survey, published in 2019, by the National Institute of Statistics of Spain.

Most of the differences between adults and children are related to their respective poverty rates, which have been very remarkable in 2008 and less significant -by 3 percentage points- 10 years later, due to the decline of child poverty and the rise of adult poverty rates.

Graph 7. Differences in At-risk of poverty rates between adults (18-64) and children (under 18)



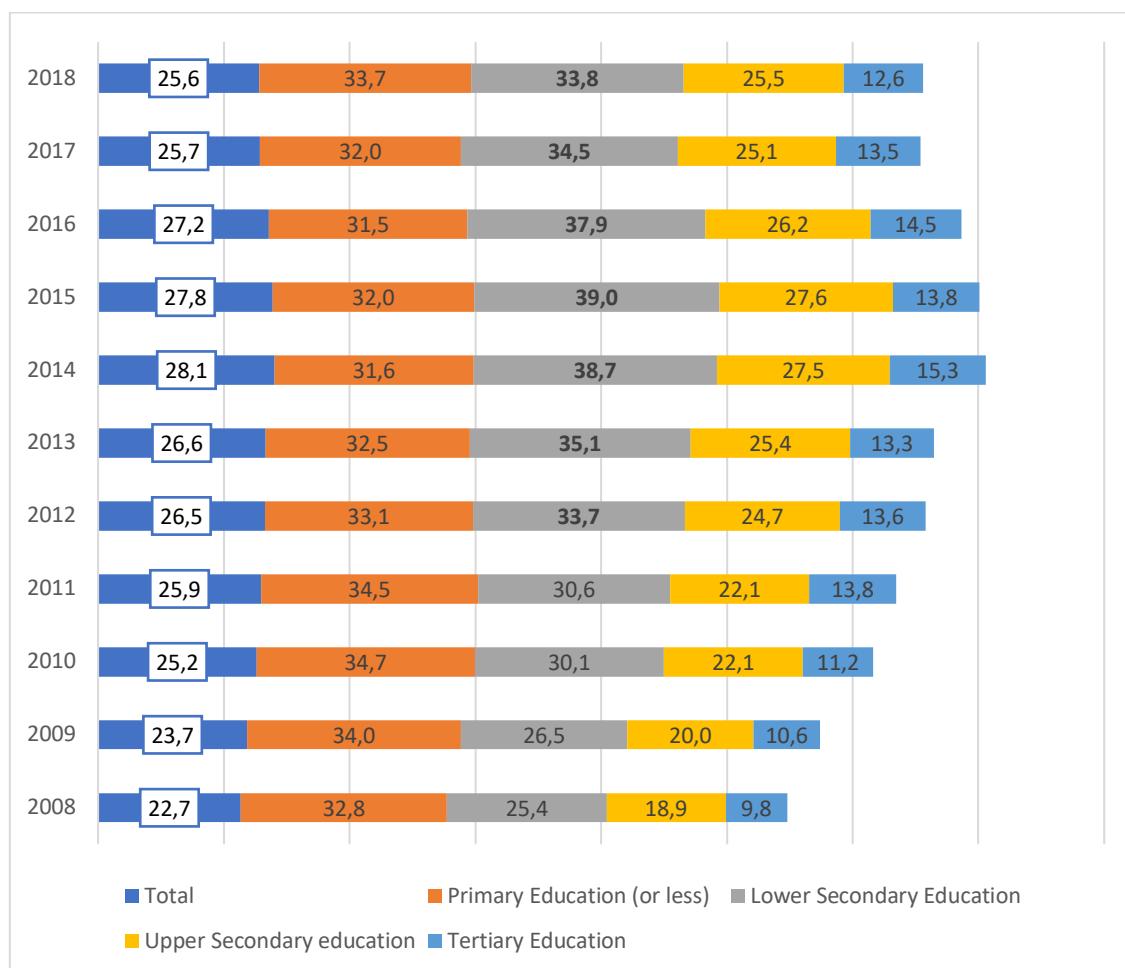
SOURCE: JUAN CARLOS LLANO (2019), Loc. Cit.

4.6. AROPE rates by education attainment

Comparing the years 2008 and 2018, there is an outstanding conclusion: education attainment could not refrain the risk of becoming poor or excluded. In fact, those with lower secondary education hold the highest AROPE rate, followed by those with primary education and, thirdly, those with upper secondary education. Although with the lowest rate, 12.6% of people with an university degree are at risk of poverty and exclusion.

In the last year there has been a certain reduction of the rates held by those with lower secondary, upper secondary and tertiary levels, and an increase of those with primary education level.

Graph 8. AROPE rates according to education attainment levels (people aged 16 and over).

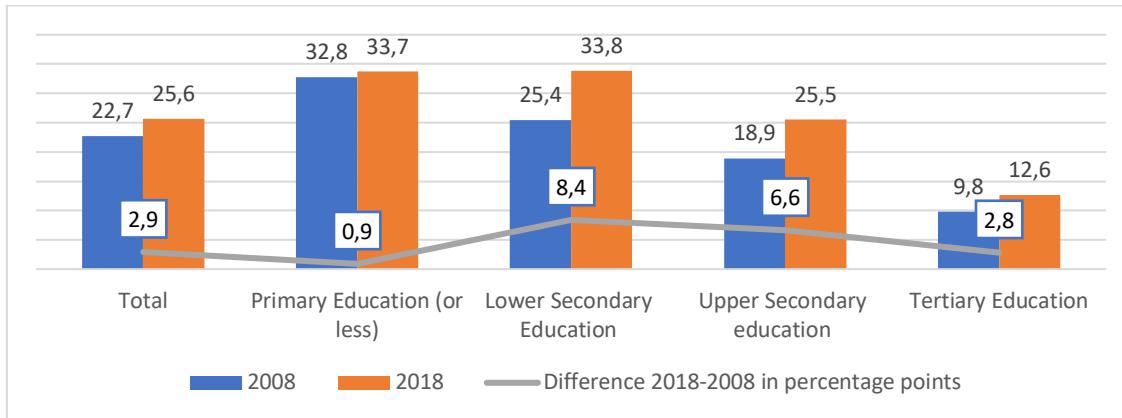


Source: Living Conditions Survey, published in 2019, by the National Institute of Statistics of Spain.

If we compare the decade 2008-2018, those with the lowest level experienced a small worsening of their AROPE rate, less than 1 percentage point. **For those with lower secondary education, the AROPE rate increase was the highest, with 8.4 percentage points; this tendency is steady since 2012.** Considering those with upper secondary

education, the increase in AROPE is 6.6 percentage points in a decade. Finally, those with university level also suffered a 2.8 percentage points increase of the AROPE rate.

Graph 9. Comparison between AROPE rates according to education attainment, 2008 and 2018 (people aged 16 and over).

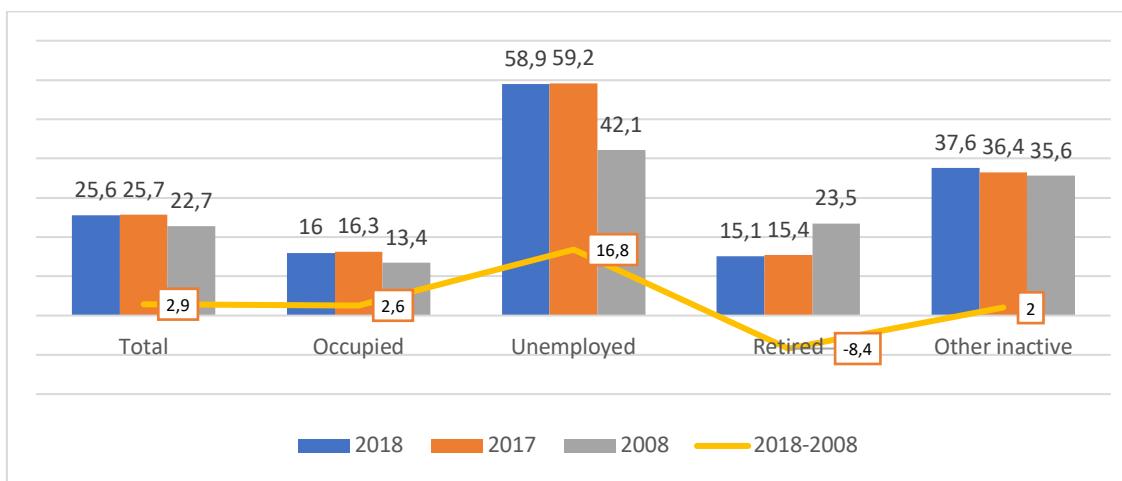


Source: *Living Conditions Survey*, published in 2019, by the National Institute of Statistics of Spain.

4.7. AROPE rates by occupation situation

In 2018, considering the occupational situation of the population, at present, the lowest AROPE rate corresponds to retired persons, followed by that of occupied persons (the differences are less than 0.4 percent for each category, except for those who are inactive, who experienced a 2 percentage points reduction in the last year). **Almost 6 out of 10 unemployed people are in AROPE; This group has registered an increase in the risk of poverty and exclusion of 16.8 percentage points since 2008, the highest of all.⁸**

Graph 10. AROPE rates by relation to the activity (people aged 16 and over).



⁸ In Europe, the countries with the highest partial employment rates are those with the lowest levels of unemployment, a trend that is not met in Spain.

Source: *Living Conditions Survey*, published in 2019, by the National Institute of Statistics of Spain.

The non-EU population has the highest rate, with 56% in AROPE, followed by the EU population, with 47.7%, and the Spanish, with 23.1%.

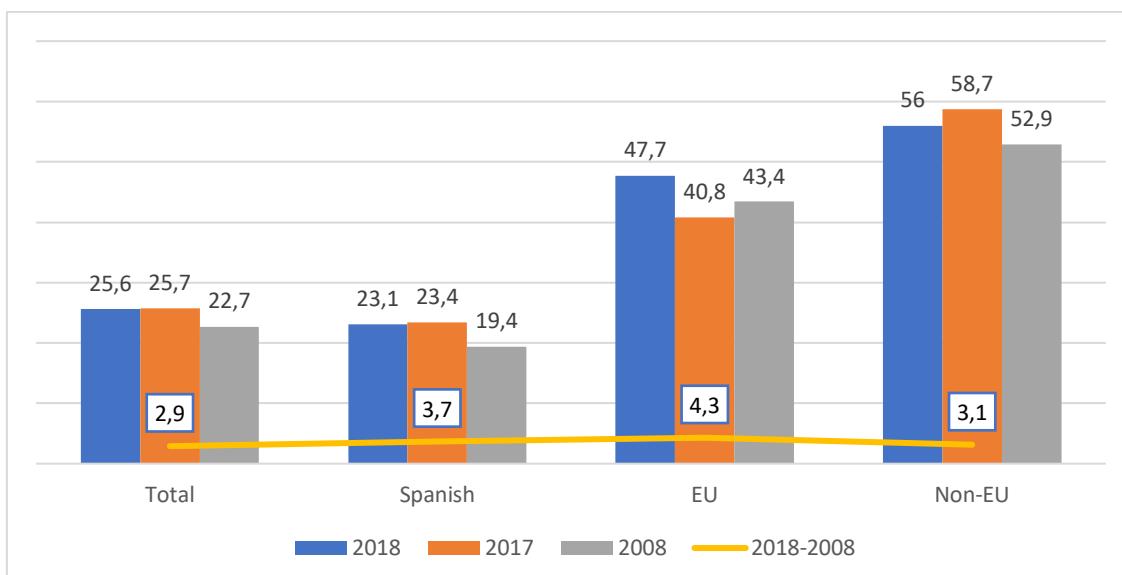
4.8. AROPE rates by nationality

Between 2017 and 2018, the situation of the foreign EU population worsened, with an increase in the AROPE rate of 6.9 percentage points. At the same time, there was a 2.7 percentage points decrease in the rate of non-EU population. The Spanish, with the lowest rate, suffered almost no change.

Although AROPE rates among the foreign population are very high, not many people in AROPE are foreigners. In 2018, considering people in AROPE, 82.8% are Spanish and only 17.2% are foreigners.

In the last decade, the EU population experienced the largest increase in AROPE, 4.3 percentage points. The Spanish followed, with 3.7 percentage points of increase. Finally, the non-EU grew by 3, 1 percentage points.

Graph 11. AROPE rates by nationality (people aged 16 or over)



Source: *Living Conditions Survey*, published in 2019, by the National Institute of Statistics of Spain.

4.9. AROPE rates by household type

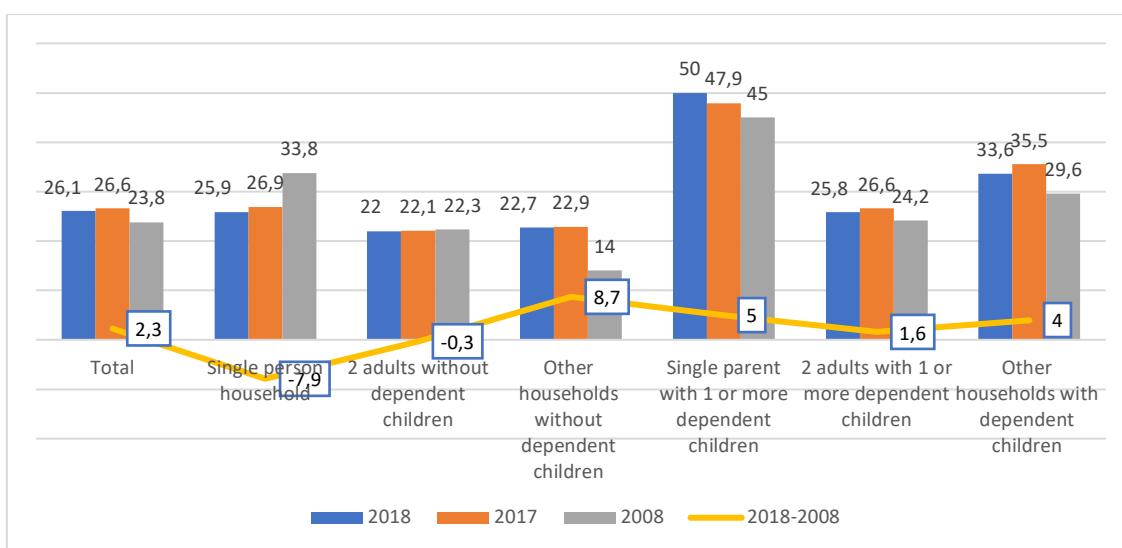
Household type and composition are determinant to being in AROPE. One in two single-parent households are in AROPE. These households have the highest rates today and throughout the decade. In second place, 33.6% of "other households with dependent children" (adults who are not the children parents) are at risk of poverty and

exclusion as well. In all households where children live, the AROPE rate is higher than in those with adults only.

Between 2017 and 2018, the most significant change affected single-parent households, which suffered a rate increase of 2.1 percentage points, while in the rest of household types there was a reduction.

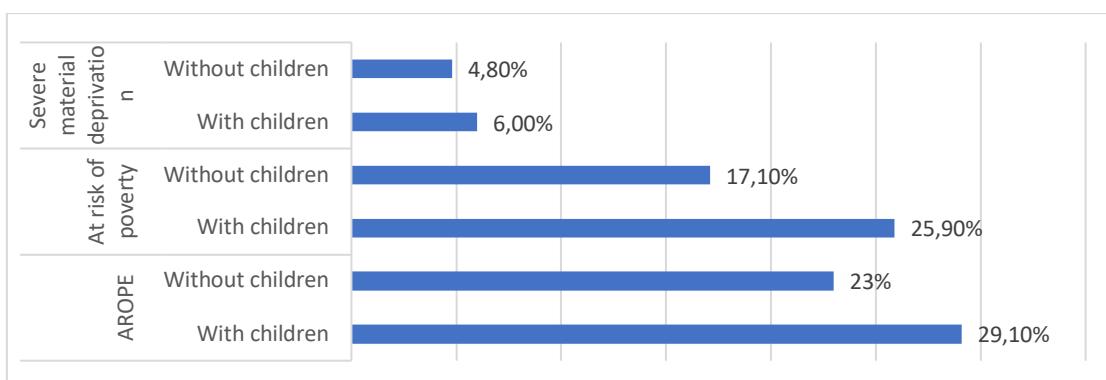
Analysing the variations between 2008 and 2018, the largest increase in the AROPE rate occurred among households without dependent children, with 8.7 percentage points, from 14% to 22.7%. In that period, single-parent households increased 5 percentage points, the second largest increase, from 45% to 50%. Third, the rate of "other households with dependent children" increased from 29.6 to 33.6, that is, a rise of 4 percentage points.

Graph 12. AROPE rate by household type



Source: Living Conditions Survey, published in 2019, by the National Institute of Statistics of Spain.

Graph 13. AROPE, Relative Poverty and Severe Material Deprivation by household with or without children

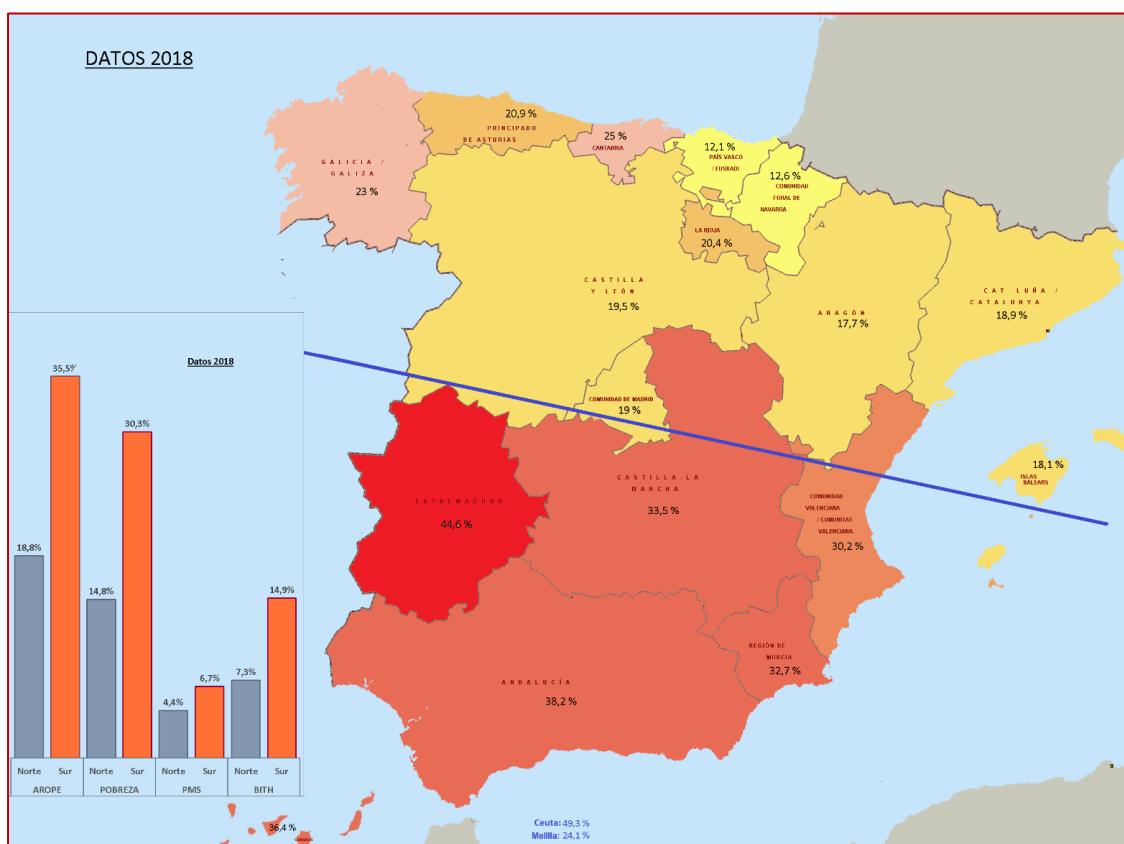


SOURCE: JUAN CARLOS LLANO (2019), Loc. Cit.

4.10. AROPE rates by Autonomous Communities

Territorial disparities are reflected in all the AROPE and Inequality indicators and are a fundamental factor for the breach of the targets set in the EU 2020 strategy. Spain is divided into two halves: from Madrid to the north, the Autonomous Communities present low rates of poverty and / or social exclusion - between 3 and 14 percentage points below the national average - and in general compatible with those of the most advanced European countries. The southern Autonomous Communities and Cities, on the other hand, show extraordinarily high rates - between 4 and 18 percentage points above the national average.

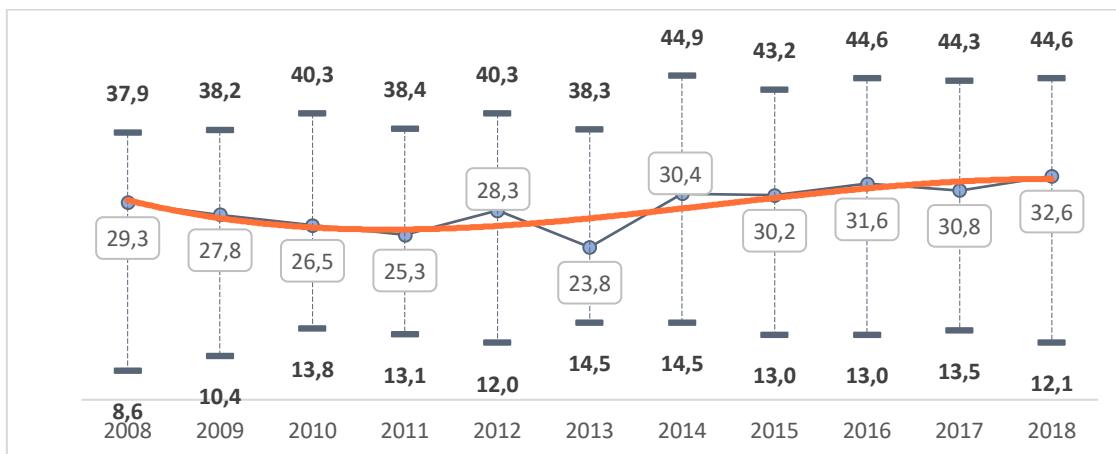
Graph 14. AROPE by Autonomous Communities in Spain



SOURCE: JUAN CARLOS LLANO (2019), Loc. Cit.

This territorial inequality has grown: Autonomous Communities with the highest and lowest AROPE rate register a difference of 32.6 percentage points, which is the highest of the decade. This difference, although it has reduced 0.8 points this year, is three percentage points higher than in 2009 and seven percentage points higher than the lowest difference recorded (23.8 p.p., in 2013).

Graph 15. Maximum distance in percentage points of AROPE values among Autonomous Communities



SOURCE: JUAN CARLOS LLANO (2019), Loc. Cit.

In terms of income, only six Autonomous Communities have recovered the average income per person they had in 2009.

5. Inequality

Between 2008 and 2017, Spain was the third European country where inequality has increased the most, as measured by the S80 / S20 indicator, only below Bulgaria and Lithuania. Meanwhile, many European countries such as Portugal, France, Netherlands, United Kingdom, Germany, among others, have already managed to reduce or equalize their inequality, compared to 2008.

In 2018, the average income per person completed four consecutive years of growth up to € 11,412, a figure that is € 338 higher than the previous year and which consolidates the growth started in 2014. This increase, which placing the average income per person at its highest value of the decade is, in itself, good news. However, as always, total average data conceals very different results for population groups.

The table shows how the poorest quarter of the population (quartile 1) has not yet recovered the nominal income of 2008, while the rest of the groups have already surpassed it. The members of quartiles 3 and 4 were able to resist the crisis (only in 2013 did their average incomes become lower than those of 2008). In quartiles 1 and 2 the recovery was much faster, since it took only three years to return to their 2008 income level.

Table 1. Average income per person and quartile

| | 2018 | 2008 | Variation in Euro | in 2018- | Variation in percentage |
|-------------------|---------------|---------------|-------------------|-----------|-------------------------|
| | | | 2008 | 2018-2008 | |
| Quartile 1 | 3.937 | 3.957 | -20 | | 0,5% |
| Quartile 2 | 8.040 | 7.494 | 546 | | 7,3% |
| Quartile 3 | 11.882 | 11.027 | 855 | | 7,7% |
| Quartile 4 | 21.788 | 20.468 | 1.320 | | 6,4% |
| Total | 11.412 | 10.737 | 675 | | 6,3% |

SOURCE: JUAN CARLOS LLANO (2019), Loc. Cit.

The deflated data in the following table show that the real purchasing power of all the groups studied has been reduced compared to 2009. Although all are facing disadvantages in terms of median income, the most outstanding decrease are experienced by the unemployed, the young people from 16 to 29 years old, those with upper secondary education and with lower secondary education, childless households, people with tertiary education, and people with primary or lower education.

Table 2. Percentage variation of real average income (deflated) per capita between 2009 and 2018

| | |
|---|-------|
| Retired | -1,9 |
| 65 years old and above | -3,1 |
| One adult with 1 or more children | -5,5 |
| Children under 16 years old | -6,3 |
| Foreigner, EU, above 16 | -6,8 |
| Household with children | -9 |
| Two adults with 1 or more children | -9,2 |
| Women | -9,7 |
| Inhabitants of urban areas | -9,8 |
| Other households with children | -10,9 |
| Single-person households | -11,3 |
| Men | -11,4 |
| Foreigner, non-EU, above 16 | -11,5 |
| Household without children-11,9 | -11,9 |
| Spanish, above 16 | -12,2 |
| Two adults without children | -12,4 |
| Other inactive individuals, above 16 | -12,8 |
| Occupied, above 16 | -13 |
| Inhabitants of rural areas | -13,4 |
| Aged 30 to 44 | -13,5 |
| Primary education or lower, above 16 | -13,7 |
| Aged 45 to 64 | -13,7 |
| Tertiary education, above 16 | -15 |

| | |
|--|-------|
| Other households without children | -15 |
| Upper Secondary Education | -16 |
| Lower Secondary Education | -16,5 |
| Aged 16 to 29 | -16,5 |
| Unemployed | -23,6 |

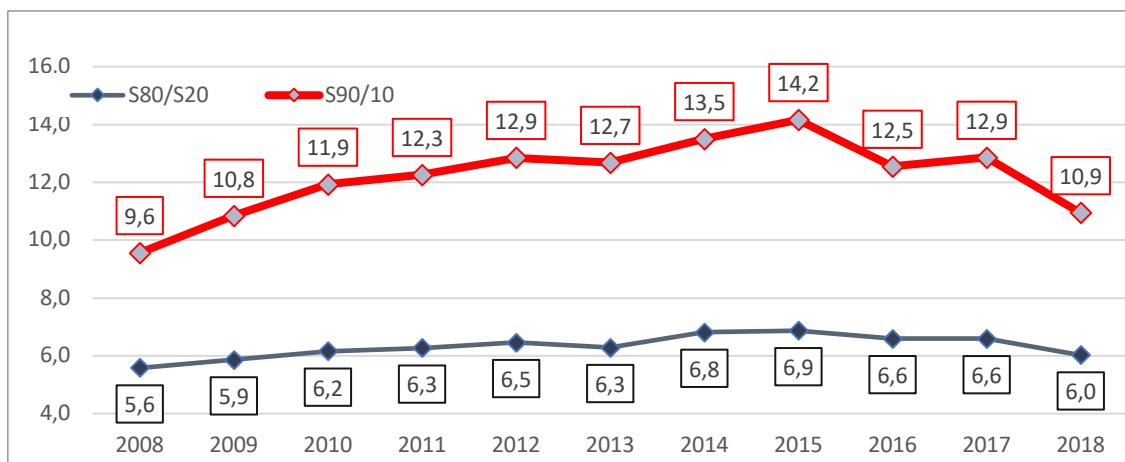
SOURCE: JUAN CARLOS LLANO (2019), Loc. Cit.

The income ratio S80 / S20 is defined as the ratio between the proportion of total income received by 20% of the population with higher income and that received by 20% with lower income. The higher the value of the indicator, the greater the inequality between the extreme groups of the population in which it is measured.

Either measured by S80/S20 or by Gini Index, inequality has steadily increased in Spain, reaching the highest values in the EU-28. As of 2016, a period of deceleration began that, in three years, has managed to reduce the index by nine tenths. **In 2018, the total income of 20% of the population with the highest income multiplies by 6 the total income of 20% with the lowest income.** Between 2008 and 2018 inequality has increased by 0.4 percentage points.

Measuring the inequality between the most extreme deciles, S90 / S10, the richest group multiplies by 10.9 their income with respect to the poorest, that is to say that the difference is even more extreme than in the S80 / S10.

Graph 16. Income distribution S80/S20 and S90/S10, 2008-2018



SOURCE: JUAN CARLOS LLANO (2019), Loc. Cit.

The Gini index is 33.2, almost one point lower than last year. In the period 2008-2018 and, despite the significant reduction of the last two years, the index increased by eight tenths.

In European comparison, for 2017 (latest data published for all countries), the Gini index can be considered as "very high": Spain is the fourth country with the highest figure,

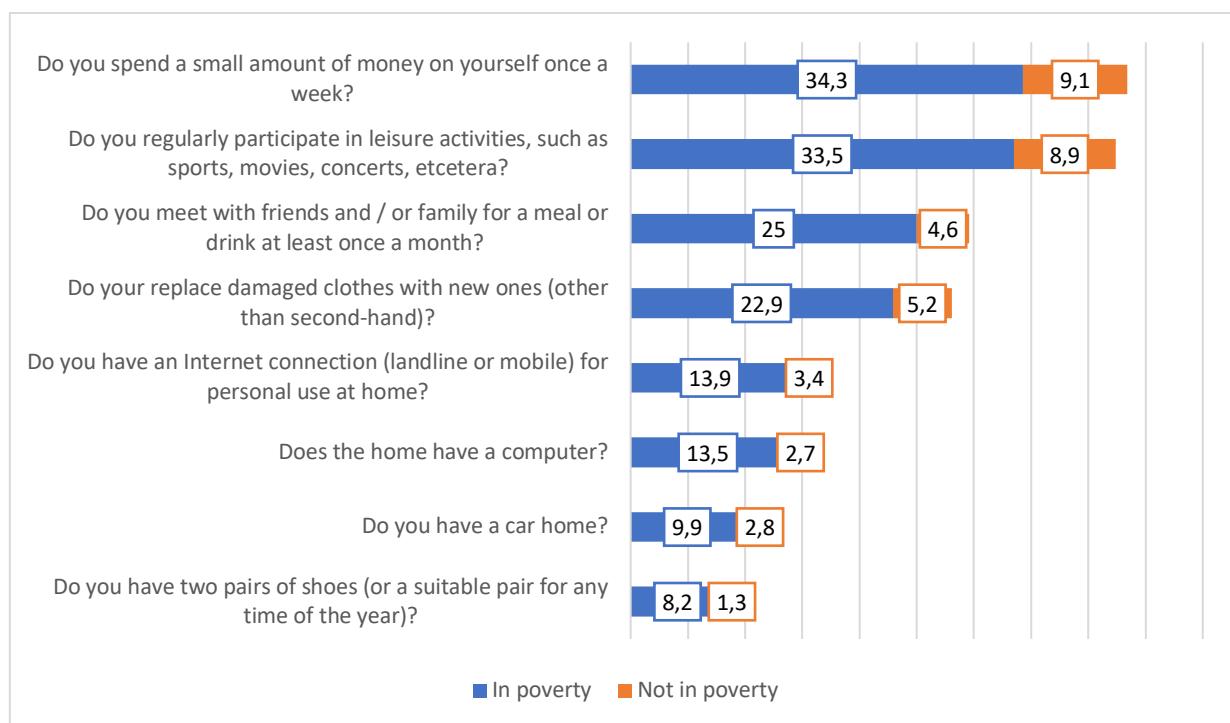
only surpassed by Bulgaria, Lithuania and Latvia. On the other hand, the Spanish figure is 3.4 percentage points above the EU average.

6. Poverty and wellbeing

Living in poverty marks a difference. There is no aspect in which the situation of the population in poverty is at least equal to that of people who do not experience it.

If we consider another set of items, besides those considered in the Severe Material Deprivation, the percentages of people in poverty who cannot afford them multiply between two and six times the data measured among the population that is not in poverty. For example, in 2018, 22.9% of the population in poverty cannot replace their damaged clothes with new ones, 8.2% cannot have two pairs of shoes, 25% cannot meet with friends or family to eat or drink at least once a month, 14.3% do not have a computer at home and 13.9% do not have a fixed or mobile Internet connection, 13.5% do not have car at home and 9.9% cannot afford a meal of meat, chicken or fish at least every two days. For all these items, the percentage of people who are not in poverty is less than 5%. With respect to 2017, the general situation of people in poverty worsened by 9 of the 16 items measured and the percentage of those who cannot meet them increased as well.

Graph 17. People who cannot afford to do certain activities or afford certain items, by condition of poverty/non-poverty, in percentage



SOURCE: JUAN CARLOS LLANO (2019), Loc. Cit.

7. Poverty and health

The 2017 National Health Survey indicates that the self-perceived state of health (population aged 15 or over) is good: just over 70% of the population considers their health to be "very good or good".

However, having a job or being unemployed are factors which have an important influence on the self-perceived state of health. Only 18.6% of people who have a job think that it is "regular, bad or very bad." This percentage scales nine percentage points (27.4%) when it comes to unemployed people and more than doubles (43.6%) when it comes to people (mostly women) devoted to reproductive and care work ("household chores" as stated by the Survey).

37.4% of people at risk of poverty consider that their health is "regular, bad or very bad", a figure that is just over 11 percentage points above the measure for people who do not suffer that risk (26.2%).

The situation of poverty also determines important differences in the ability to perform basic activities of daily life, since one in four people at risk of poverty (24%) manifests some kind of difficulty, a figure that contrasts with 15.6% in the case of non-poor people.

In Spain universal access to the National Health System and healthcare under equal conditions are currently guaranteed, although some restrictions were introduced by a Royal Decree-Law 16/2012, in the context of austerity measures and there were already medical specialties that were never been covered through the public system. In 2018, the repeal of this Royal Decree-Law has been partial, and some important consequences still remain.

In 2019, a study conducted by EAPN SPAIN on the National Health Survey data shows two trends that affect inequality. First, there are a greater number of people in poverty who do not pass medical tests and this situation is the same, when broken-down by age, sex, nationality or employment status. Second, the lack of access for economic reasons to both prescription drugs and medical, dental, and mental health care is three to five times higher among people at risk of poverty than among those who are not.

Around 5% of people in poor households who needed medical assistance, 25.5% of those who needed dental care and 3% of those who needed mental health services were unable to receive care for economic reasons. A 6.9% were unable to access prescription drugs, a figure that amounts to 8.3% among unemployed people.

Regarding preventive practices, the National Health Survey indicates that between 9% and 10% of people at risk of poverty are not involved in them. These figures almost double those registered among people residing in households that are not at risk of poverty.⁹

8. Poverty and overall satisfaction with life

Inequalities clearly show in the assessment of satisfaction with life, particularly with regard to middle aged and elderly women, non-EU foreigners, the unemployed and lower income quartile of the population.

The following information, which proceeds from the Special Module from the Survey of Living Conditions of 2019, allow to understand how the former statistics combine with more qualitative inputs.

Although the overall satisfaction with life average was slightly higher in men than in women, 7.4 and 7.3 out of 10 in average, broken-down by age there was a higher percentage of women aged 16 to 29 and 30 to 44 at the top scores (9-10). Instead, beginning with the middle life mark, the percentage of men in the 45 to 64 and the 65 and above is higher (with a 4.1 percentage points difference with regard women).

Table 3. Overall satisfaction with life by sex and age

| Men | 0 to 4 | 5 to 6 | 7 to 8 | 9 to 10 |
|------------------------------|---------------|---------------|---------------|----------------|
| 16 to 29 years old | 3,9 | 14,6 | 49,3 | 32,2 |
| 30 to 44 years old | 4 | 17,2 | 53,2 | 25,6 |
| 45 to 64 years old | 6,8 | 20,1 | 51,6 | 21,5 |
| 65 years old or above | 8 | 21,5 | 49,3 | 21,2 |
| Women | 0 to 4 | 5 to 6 | 7 to 8 | 9 to 10 |
| 16 to 29 years old | 2,1 | 15,3 | 49,8 | 32,8 |
| 30 to 44 years old | 3,9 | 15,7 | 50,9 | 29,5 |
| 45 to 64 years old | 7 | 20,7 | 50,9 | 21,4 |
| 65 years old or above | 11,3 | 25,8 | 45,8 | 17,1 |

Source: Living Conditions Survey, published in 2019, by the National Institute of Statistics of Spain

Considering the type of household, the highest percentage corresponded to adults with children score at the top, 28.4%. The second group with the highest percentage is composed by two adults under 65 years old. The less satisfied are elderly women and the households integrated by two adults, one of them an elderly, with 14.4% and 19.8% respectively.

⁹ Llano, Juan Carlos (2019), **La desigualdad en la Salud**. EAPN. www.eapn.es

Table 4. Overall satisfaction with life by type of household

| | 0 to 4 | 5 to 6 | 7 to 8 | 9 to 10 |
|---|--------|--------|--------|---------|
| Women 65 years and over | 11,8 | 27,5 | 46,3 | 14,4 |
| Two adults, at least one 65 years or above | 8,8 | 22,8 | 48,6 | 19,8 |
| Other types of households | 7,2 | 23,2 | 49,4 | 20,2 |
| Men who live alone, under 65 | 6,8 | 21,7 | 51,2 | 20,3 |
| Men 65 years and over | 10,8 | 23,1 | 44,6 | 21,5 |
| Women who live alone, under 65 | 8,3 | 18,7 | 48,2 | 24,8 |
| Adults only with dependent children | 7,6 | 23,1 | 42,6 | 26,7 |
| Two adults, both under 65 | 5,1 | 16,4 | 51,3 | 27,2 |
| Two or more adults with dependent children | 3,9 | 15,5 | 52,2 | 28,4 |

Source: *Living Conditions Survey, published in 2019, by the National Institute of Statistics of Spain*

People living in high-income households: out of 10, they scored 7.9 points, with 33.4% of this group scoring at the top, compared to 6.7 points of those with lower incomes, with only 16.1%.

Table 5. Overall satisfaction with life by type of household

| | 0 to 4 | 5 to 6 | 7 to 8 | 9 to 10 |
|-----------------|--------|--------|--------|---------|
| First quintile | 11,7 | 27,2 | 45 | 16,1 |
| Second quintile | 8,6 | 24,1 | 47,8 | 19,5 |
| Third quintile | 5,2 | 19,5 | 51,4 | 23,9 |
| Fourth quintile | 3,3 | 15,1 | 53,3 | 28,3 |
| Fifth quintile | 2,2 | 10,7 | 53,7 | 33,4 |

Source: *Living Conditions Survey, published in 2019, by the National Institute of Statistics of Spain*

Regarding the level of education, the average degree of overall satisfaction with their lives was 7.8 points, while those with Primary or lower education had an average score of 6.6 points.

The average satisfaction with the economic situation is similar, but most the differences are more dramatic: those with high-income households scored of 7.5 points out of 10. The same happened with those with higher education, 7.1 points out of 10. At the opposite extreme were unemployed people, with an average rating of 4.7 points out of 10, and 39.9% of the unemployed declared a degree of satisfaction of 4 points or less.

9. Proposals and Recommendations made by the people experiencing poverty in the XII Meeting

EAPN Spain has a long history organizing Meetings, Seminars and Congresses of Participation of people experiencing poverty at the national and regional level. EAPN Spain celebrates these meetings so that people experiencing poverty and social exclusion are the protagonists and can participate in the policy making processes, by inviting politicians and authorities to discuss key issues with them, in equal conditions and in a neutral ambiance.

In the XIII National Meeting of Participation “Fight Against Poverty, Social Exclusion and Inequality, in the Framework of the Sustainable Development Goals”, held in Santiago de Compostela, Galicia, from June 26 to 28 2019, EAPN Spain proposed to discuss the inequalities, the socioeconomic, democratic and environmental difficulties faced by the Spanish society, and the ways to move forward towards achieving the Sustainable Development Goals.

The first set of proposals and recommendations are referred to Minimum Income, which is a component of the Spanish Anti-Poverty Strategy (see forward). The *Ingreso Mínimo Vital* (Vital Minimum Income) was proposed by the ruling Socialist Party to replace the different existing schemes at the national level, and to homologate criteria and protection levels amongst the Autonomous Communities. Minimum Vital Income would become a basic income “that acts as the last social protection network to protect people who are in severe poverty or social exclusion”.

It would be a new, non-contributory benefit aimed at households without income and in a needy situation, whatever the cause (not only unemployed).¹⁰ However, it is articulated in coordination with the Unemployment Benefit, with equal amounts, so that once the unemployment protection has been exhausted, it allows the passage between both systems, while maintaining the coverage.

¹⁰ In 2016, the Trade Unions UGT and CCOO presented a Minimum Income Law Proposal, backed by 700,000 citizens' signatures: a “Minimum Income Benefit in the Field of Social Security Protection”. This proposal was only addressed to those long-term unemployed. Although at that time it gained the Socialist Party support at the Congress, it was criticized due to this and other limitations and continuously blocked for nearly three years. In June 2019, the Congress gave the green light to continue with the proceedings, but that does not mean that it would be passed. When the Socialists took office in 2018, they launched their own, updated proposal, named *Ingreso Mínimo Vital* (Vital Minimum Income), which shares some characteristics with the former, but is more focused to addressing poverty and social exclusion (does not concentrate only on those in long-term unemployment) and the protection of families with children.

This measure is designed as “the last protection network”, when the need persists. It is mainly aimed at 730,000 incomeless households. It is framed in the EU “Investing in Children” Recommendation, as it would substantially improve the situation of children in households in severe poverty or social exclusion. The participants of the Meeting of People experiencing Poverty had a chance to debate the VMI contents with the responsible authorities, before it turns into a Royal Decree or a Law.

The rest of the subjects debated, to which there are key recommendations, were: education and inter-generational transmission of poverty; unemployment and precarious work; social protection (Social Services and Employment Services); housing; effectiveness and efficacy of policies; participation and involvement of people experiencing poverty.



9.1. *Recommendations regarding the development of a Vital Minimum Income*

ADEQUACY

- The amount of the Minimum Income should be established in relation to the Minimum Interprofessional Salary, and not to the specific calculator index, IPREM, which artificially lowers it.
- The Minimum Income should be adequate to meet people's basic needs and to have a decent quality of life level.
- The Minimum Income amount should be around 1,000 euros.
- Inequalities in access, requirements, amounts, duration, coverage or take-up among Autonomous Communities should be reduced or disappear.
- The real situation of each family should be taken into account, based on an adequate and objective assessment (even to combat fraud).

- The adequacy of the benefit should last as long as it is necessary, in relation to the household situation.

SCOPE OF THE MINIMUM VITAL INCOME

- MI should support (with other resources) those groups in situations of poverty and / or exclusion that do not meet the requirements.
- The needs of the Minimum Income applicants should be covered while awaiting resolution, if official social reports indicate so.
- IMV should be compatible with work, people should not refuse jobs for fear of losing the benefit.
- People perceiving IMV should be able to participate more in changing their realities and assistentialism should be left behind.

MANAGEMENT IMPROVEMENT

- Coordination between administration levels (local, regional, provincial, national) should be improved.
- Social Services should network with other public services and different NGOs to provide an overall approach.
- Greater communication between professionals and organizations should be facilitated.
- Bureaucracy should be reduced. It is key to avoid unnecessary expenses for applicants; Procedures should be streamlined, in relation to social reports, to managing appointments with the social worker, to present documentation, etc.
- Income should last, as long as there is an objective need situation; therefore, a "recurrent, formal renewal" of the benefit would not be necessary.
- Training of social services professionals and the creation of an action protocol should be implemented.
- The Third Sector should act as a bridge with the government and administrations to transfer the reality of the people who are most vulnerable.
- A state-wide agreement of all parties should be signed, so that there are no variations in rights with the changes of government.

COMPLEMENTARITY

- A study of the social reality that would allow the collection of economic data of the population should be carried out. Taking into account that knowledge, the proposals and changes should be made.
- The Minimum Vital Income must be differentiated from other aids and subsidies, such as housing.
- It should be established that the other aids are complementary, taking into account conditions such as mental illness, disabilities, etc.

TRAINING AND ACCESS TO EMPLOYMENT

- The beneficiaries' training offer must be adjusted to avoid economic dependence on benefits.
- Occupational workshops should be increased.
- The knowledge of the language and culture should be provided to immigrants.
- More education in classrooms should be promoted, encouraging critical thinking.



9.2. *What are the main obstacles to lower the cost of living and improve the purchasing power of families? What proposals can be made?*

EMPLOYMENT AND INCOME

- The minimum wage should continue to increase.
- Legal (formal), stable and paid employment must be promoted, with wages above the subsistence level. We must fight poverty in employment.
- The contributions of domestic employees must be "normalized", in order to have the same rights in terms of sick leave, unemployment benefit, vacations, etc.
- Equal opportunities must be guaranteed for all people, regardless of sex, origin, physical condition, etc.
- Access to a bank account should be facilitated, without the need to make a minimum income when creating it.

TAXATION

- A balance must be established between the level of fiscal pressure and the standard of living.
- Indirect taxes that affect the consumption of basic household goods and services should be reduced. The high taxes on everyday consumer products currently have a VAT similar to "luxury" products.
- Taxes on organic and local food should be reduced.

HOUSING AND FIGHT AGAINST ENERGY POVERTY

- Housing is a right, which must be guaranteed. We must promote social rents (public and private housing uninhabited).
- Public housing parks should be built for those who are in the most vulnerable economic situations.
- The rental prices of the home in all Autonomous Communities must be controlled.
- It must be ensured that housing expenses should not exceed 40% of household income.
- More resources must be invested in renewable energy.
- There is an inconsistency between the cost of supplies and the standard of living with the salary and conditions of people. Therefore, basic supplies should be regulated by the State, so that all households can access them.

- The minimum rates of energy bills and other taxes that are imposed must be eliminated. The conditions of the "Social Bonus" should be improved and a "real reading" of the electricity and gas meters made, to adapt them to the real cost of housing.¹¹
- Priority should be given to "social investment in people".



9.3. *How can education prevent intergenerational transmission of poverty? How to avoid "school failure"?*

- It must be ensured that all people can access a free, quality public education in the same way.
- "Ghetto schools" should be avoided, promoting integration: schooling without segregation.
- An educational system that integrates everyone, that avoids school failure through motivation (aimed at parents, students and teachers) must be implemented.
- "Emotional education" should be promoted in schools (eliminate the Subject of Religion). The subjects should be reviewed so that, since we are young, we are prepared for life. Subjects in school plans need to be related to ethical values, inclusion, diversity.
- The Education Law has to be stable: it should not be modified every time the government changes.
- Financial support should be increased with scholarships for the most vulnerable families, establishing free cantina services, school transport, books, etc.
- We must invest in public education and eliminate financing to private or concertated schools, to avoid ghettos.
- School expenses must be adapted to the income needs of each person and family.

¹¹ The "Electric Social Bonus" protects large families and low-income households, with discounts on the bill between 25% and their total gratuity and allows a small relief to low-income households. It is not difficult to obtain it if a series of requirements are met, but it can be lost relatively easily. Although it has improvable aspects, it is a good alternative for those who meet their requirements. In addition, it entitles them to access the "social heating bonus" (bono social térmico).

- The responsibility of education should not be derived to the "support classes" outside the centre, to which not everyone can or should go.
- "Empathy" has to be the basis of education. "Hereditary poverty" must be taken into account (poor parents = poor children) and reinforce socio-educational support services outside of school hours.
- The education and training of parents must be promoted to overcome the obstacles that schoolchildren encounter in the education system and raise awareness of the need for education as a form of personal and social development.
- It is necessary to have more practical training of teachers, creating technical institutes in which theory and practice are mixed.
- Paid internships should be established and therefore, unpaid internships should disappear.
- Scholarship payments should be made at the beginning of the academic course, not at the end as currently.
- It is essential that workers and social educators are available in schools, so that they enhance people's abilities and serve families, particularly people at risk or social exclusion.
- It is important to eliminate language barriers.
- The approach must be changed: take into account the specific groups that are trying to change their situation, but the system itself puts barriers to it (Roma population, for example).
- Equal and equitable education must be established.
- Classroom distribution should be improved, with fewer students and more professionals.
- The educational methodology and attention to students with special needs must be remodelled. In general, it should be fundamental to implement positive changes in the school-family information method.



9.4. *How can we end unemployment?*

PREVENT ALL FORMS OF DISCRIMINATION IN THE WORKPLACE

- External control mechanisms on companies must be established in the selection processes and in the work staff (Equal opportunities Commissions)
- Greater effectiveness must be achieved in the fight against discrimination, for example more control through a “blind curriculum”.
- People who suffer discrimination should be supported by giving facilities to report.
- It is important to establish that work permits are not an eternal obstacle for people of foreign origin.
- The "Same job, same salary" rule must come true
- Involuntary part-time jobs must be eliminated.
- More nurseries and early childhood education centers should be put in place to improve work-life balance.
- The domestic worker should be recognized as a worker with full rights.
- The hiring of people with more difficulties in accessing employment should be encouraged
- More controls must be established in corporate tax assistance.
- Procedures, fees and bureaucracy must be reduced to standardize migrant qualifications.
- There must be a law that requires companies to hire at least 4% of people at risk or social exclusion.
- The last labor reforms must be repealed.¹²

ESTABLISH MEASURES AGAINST PRECARIOUS EMPLOYMENT:

- More labor inspections.
- More control over training contracts.
- “Justify” the dismissals by both sides, workers and employers.
- A register of companies that offer precarious employment should be prepared and made public.

PROMOTE ACTIVE EMPLOYMENT POLICIES IN FAVOR OF THE UNEMPLOYED AND AT GREATER RISK OF SOCIAL EXCLUSION:

- Create more employment to insert people with greater difficulties

¹² Implemented in full recession, the 2012 labour reform claimed to have as its main objective to change “external” flexibility in companies for “internal” flexibility, in order to suffer less job destruction when crises arrived. But it had another less explicit objective: wage devaluation. The reform wanted Spain to recover part of the competitiveness lost during the economic growth period, based on reducing salaries. Unlike other crises, since it was not possible to resort to monetary devaluation because of the Euro, this became the chosen method. This goal was achieved: the reduction of salaries, which had been occurring since some time before, was accentuated. In 2011, the salary structure survey of the National Institute of Statistics showed an average salary of 25,999.87 euros per year; In 2015, the remuneration was almost 800 euros less, after having hit bottom just one year earlier. The wage devaluation came in several ways. One was the reduction of salaries of those who lost their jobs, and who were subsequently hired at lower wages. But the path that is directly linked to the reform is the one that affected the balance between employers / business and workers / unions in labour relations. The hierarchy of business agreements over the rest, unilateral changes in working conditions or the one-year limitation of the validity of the agreements once they have expired were elements that gave more weight to the business / corporate side.

https://elpais.com/economia/2017/02/09/actualidad/1486672169_076173.html

- Facilitate self-employment and / or entrepreneurship assistance with the tax reduction for people with greater difficulties
- Establish policies to promote corporate social responsibility
- Promote the social-solidarity economy.
- Facilitate and expedite the process of homologation of foreign qualifications.
- Establish human resources for support in the job search, once the training is finished.
- Improve a practical, efficient job orientation of public employment offices.

REDUCE THE WAGE GAP BETWEEN WOMEN AND MEN

- Apply current legislation, supervise and sanction, in case of non-compliance.
- Implement gender policies in all areas.



9.5. *Social protection against the risks of the life cycle. How can we strengthen the public social services system? What role should third sector organizations have?*

- Social Services should not be “for the poor”. We need to universalize Social Services, with more quality of professional education, recycling and training of professionals to the new real needs of the population.
- People should be given more information about the rights they have. There is much ignorance about the benefits to which one is entitled. This information should reach the target population effectively (elderly, disability, etc.).
- The number of professionals should increase, so that care is adequate and of good quality, including more personalized treatment.
- The third sector organizations should have to facilitate and sensitize public administrations to carry out these proposals.
- Intercultural integration activities should be generated in all areas.
- Transparency in information and access should be granted. The documentation provided should be systematized and a data base should be implemented to streamline processes, for example with an unified “social record”.

- Bureaucracy should be reduced: Social Services ask for too many papers, which are public records, or they can get digitally. It is important to facilitate the registration.
- An horizontal approach in the creation of policies and measures, taking into account interested persons, should be taken into account: Networking, real coordination, and planning together.
- An increase of the tax revenue for social services should be implemented.
- They should adapt social benefits to the real needs of the population, increasing the diversity of services and diversifying the functions and profiles of professionals.
- They should improve the conditions of social NGOs for them to be able to cover the needs of the population. Recognize the work of social organizations and of volunteers because otherwise the system would collapse.
- Social policies should be unified throughout the country.
- NGO workers are often in the same situation as users. There are problems due to the reduction of anti-poverty programs since there is no guarantee of continuity in the territory, causing practitioners to go under pressure.
- Political advocacy and lobbying should be reinforced.
- It is key to count on economic stability in the financing of the Third Sector.
- Assisentialism should disappear.
- NGOs should not replace the responsibility of public administrations in eradicating poverty.



9.6. *What are the main obstacles in housing? What proposals can we make to overcome these obstacles?*

THE GOVERNMENT SHOULD:

- Work on any type of proposal for access to housing with the perspective of "Housing First".
- Facilitate access to housing for groups with difficulties.
- Offer housing solutions, in case of judicial eviction.
- Increase the social housing facilities and stock.

- Legislate on “empty housing”, especially in relation to the empty housing stock, available from banks.
- Regulate real estate speculation.
- Establish a public housing park for people with less resources, avoiding segregation or the creation of ghettos (integrated social housing).
- Control the requirements for rent and maximum prices.
- Establish regulations on housing by the local administration, to prevent abuse. Control the leasing persons in relation to the payments "in black" and give some kind of benefit to the lessee (eg not paying taxes).
- Establish the "obligation" to declare free housing that exists. Set guarantees also for the owners, in case of default.
- Increase implementation of supervised flats.
- When buildings are rehabilitated or new homes are created, ensure that they are adapted to the needs of the entire population.
- Humanize urban planning to enable integration and avoid racial and other types of discrimination. Diversify the land for housing construction throughout the territory.
- Develop cultural and leisure projects in all spaces, to increase active inclusion in all neighbourhoods.
- Develop awareness programs for landlords (real estate, individuals, etc).



9.7. *Effectiveness and efficiency of policies. What recommendations could we make to improve coordination between public employment services and social services?*

THE GOVERNMENT SHOULD:

- Establish greater communication, with the creation of a unique database for this purpose.
- Establish a single Database, with information shared (with limitations related to the protection of personal data). More professionals are needed, increase in public social

workers and retraining of the current. Increase the operability (transfer from other models, such as Gender-based violence system, VIOGEN).

- Achieve a system that simplifies and streamlines services, with a One-stop shop, avoiding bureaucratic procedures.
- Ensure greater coordination between social and employment services.
- Although there could be some flexibility in payments, benefits should be paid from the beginning, particularly Minimum Income.
- Guarantee that social workers visit rural homes in order to assess the needs these families have, particularly in isolated areas.



9.8. How should people in poverty and / or exclusion participate in the monitoring and evaluation of the policies applied?

PEOPLE EXPERIENCING POVERTY SHOULD:

- Be a real part of the policies applied. There are very valid people and even with professional experience.
- Have a real representation in the decision-making bodies (municipalities, Autonomous Communities, State, European Union) "Everything that is done for us, without us, turns against us."
- Participate in Citizenship Consultative Committees, which involve citizens in decision making.¹³
- Guarantee that there are representatives of the different interested groups, in addition to the practitioners, with a higher percentage of the people affected.
- Have mechanisms for participation adapted according to age, disabilities and physical or psychological pathologies. For example, adapted questionnaires.

¹³ The Citizens' Consultative Committees (CCCs) is a vital bridge between the people and the Government, the CCCs plan and lead major grassroots activities within the constituency, oversee local assistance programmes, and organise major fund-raising projects and national campaigns.

10.The Spanish Anti-Energy Poverty Strategy

ESTRATEGIA NACIONAL CONTRA LA POBREZA ENERGÉTICA 2019-2024



The Secretary of State for Energy (Ministry for the Ecological Transition) contacted the Platform of the Third Sector in order to deepen and improve the dissemination of the “electric social bonus” formulated in 2017. After a meeting between the Secretary of State and the President of the Platform of the Third Sector, it was agreed to create a working group to specify measures to improve the social bonus in the short term and, more ambitiously, to fight against general energy poverty, in the long term.

In the first technical meeting of the working group (September 2018), the NGOs represented (EAPN SPAIN, Caritas and CERMI) established a catalogue of measures that were considered essential for the improvement of the electric social bonus and those that should be integrated into a broader strategy of eradication of energy poverty. Various proposals raised were taken into account in the preparation of the new *Royal Decree-Law 15/2018 on urgent measures for the energy transition and the protection of consumers*.

The measures highlighted for their social impact were:

- The extension of the deadline for submission of applications
- The suspension of the 7% tax on electricity generation.
- The prohibition of cutting off the supply to families living in extreme poverty.
- The continuity of the current social bonus with the following improvements:
 - Increase the limits with the right to discount.
 - Special treatment for single-parent families and dependents.
 - Child protection measures.

- Collaboration with the National Institute of Social Security and the Federation of Municipalities and Provinces (FEMP) to facilitate access to the bond through its social services.
- Complement the electric bond with a new social-thermal bond, through a direct contribution to cover the heating supply.
- Prepare a National Strategy to Combat Energy Poverty to serve as a framework for action for the coming years and which will be defined with the participation of the Autonomous Communities and Municipalities, consumer representatives, the Third Sector Organizations and energy companies.

The draft Bill was a good regulatory framework to combat the country's energy poverty and to ensure that people in vulnerable situations have access to basic services such as electricity and heating. Although, EAPN Spain considered that it could be improved by making the norm more inclusive and effective. EAPN preferred a Strategy where other groups with strong limitations are incorporated to face the cost of the supplies (people with grade I dependence or families with all their members unemployed); in which there is no room for unjustified delays in the processing of requests by the marketers; where the situations of indebtedness incurred by families are addressed; or where vulnerable consumers are contemplated and recognized on a rental basis.

For this reason, we worked on the presentation of a series of amendments to the articles of the draft Bill on urgent measures for energy transition and consumer protection (from Royal Decree-law 15/2018, of October 5).

After presenting the amendments, a round of meetings was held with the spokespersons of the Commission of the Congress of Deputies to present our proposals for improvement: Socialist Party (PSOE), Unidas Podemos, Compromís, Ciudadanos and Popular Party (PP). Unfortunately, with the lack of approval of the Public National Budgets, this process was paralyzed.

In relation to the National Strategy to Combat Energy Poverty, the Secretary of State informed on it and EAPN Spain participated both in the prior public consultation, as in the public consultation of the draft Strategy.

Among other proposals, the Strategy took as its main objective the target of reducing energy poverty between 25% and 50% in its five years of validity. This was one of the major claims by EAPN Spain.

11.The Spanish Anti-Poverty Strategy 2019-2023

ESTRATEGIA NACIONAL DE PREVENCIÓN Y LUCHA CONTRA LA POBREZA Y LA EXCLUSIÓN SOCIAL

2019-2023

Aprobada por Acuerdo de Consejo de Ministros

-22 de marzo de 2019-



¹

poverty and child poverty. The Spanish Government launched the *National Strategy for the Prevention and Fight Against Poverty and Social Exclusion 2019-2023* in March 2019.

The Strategy is structured around four strategic goals, 13 objectives and 88 lines of action that have been defined based on the results of the needs assessment and the identified challenges.

STRATEGIC GOAL 1: Tackling Poverty

“Tackling Poverty” proposes the development of policies designed to prevent and protect the most vulnerable from poverty: children and adolescents who have risk factors of exclusion or de facto, they already have families living in poverty, avoiding the intergenerational transmission of poverty, as well as those people who are in a situation where the intensity of poverty has become evident.

INCOME GUARANTEE

Since 2017, EAPN Spain participated in the elaboration of a national strategy to address poverty. With the government change in 2018 and the new political scenario, EAPN Spain, in representation of the National Council of NGOs, worked together with the new General Directorate of Family, belonging to the Ministry of Health, Consumption and Social Welfare, towards a new Strategy, that includes a Minimum Income Scheme (the abovementioned “Ingreso Mínimo Vital”), and is more oriented to severe

- Advance in the development of a Minimum Life Income, starting with the deployment of a benefit program for dependent children with greater coverage and greater protective intensity in the face of situations of vulnerability.
- Update the Public Indicator of Income of Multiple Effects (IPREM) to ensure the protective intensity of benefits and benefits that take it as a reference.
- Guarantee, simplify and order the benefits and subsidies of state management, improving coordination with those of autonomic/regional management.
- Guarantee the sustainability of the pension system.
- Increase the Minimum Interprofessional Salary to ensure sufficient labor income.

TAXATION

- Support the improvement of disposable income of families with less economic resources.
- Strengthen the fight against tax fraud.
- Study in detail the fiscal benefits to determine the degree of progressivity.
- Develop the social programs considered of general interest in charge of the collection of 0.7% of the total IRPF (Revenue) tax rate.
- Establish, within the framework of the community regulations, an improvement in VAT taxation on food donation.

STRATEGIC GOAL 2: Social investment in people

“Social investment in people” focuses on education, training and employment policies, under the active inclusion approach, understanding that education is paramount to guarantee the full development of people's potential, as well as their social insertion, and employment is one of the key factors in the process of inclusion in society. These policies are conceived from a double dimension: from the preventive point of view, understanding that education is a determining factor in employability and, therefore, in the risk of remaining or falling into poverty and social exclusion, and from a palliative point of view, in the construction of inclusive labor markets, supporting those with greater difficulties in accessing the labor market.

EMPLOYMENT

- Strengthen active policies in favor of the unemployed and with greater risk of exclusion from the labor market.
- Encourage the hiring of people with more difficulties in accessing employment (young people, women after childbearing and upbringing, Roma women, people with disabilities, people in social exclusion, women victims of gender violence, etc.) improving their employability.
- Support less skilled people in their transition intervals between jobs.
- Support initiatives to promote entrepreneurship that generates quality employment.
- Promote the social economy, as well as other forms of solidarity economy.
- Facilitate labor and functional mobility.

- Reduce the wage gap, especially between women and men.
- Improve the mechanisms of employment intermediation, individualized attention and the public-private collaboration model, as well as the improvement of public employment services.
- Promote the necessary regulatory developments to increase the training offer in training and learning contracts, guarantee quality and improve working conditions.
- Improve the control of contracts for training and learning with particular attention to training activities and internship contracts.
- Establish measures against precarious employment, as well as against false self-employed workers.
- Promote market reservation contracts for insertion companies and special social initiative employment centers.
- Articulate measures to prevent all forms of discrimination in the workplace due to age, sex, functional diversity, identity and expression of gender, sexual orientation, ethnicity, or religion.

EDUCATION AND TRAINING

- Expansion of scholarship and study aid programs.
- Empowerment intervention and early schooling (0-3), particularly targeting the most disadvantaged groups.
- Develop programs that compensate for the effects of inequalities of origin (cultural, social, economic, etc.) in education and that favor educational inclusion.
- Articulate school reinforcement programs in primary and secondary education to prevent school failure and educational dropout.
- Promote inclusive education for children and adolescents with special educational needs.
- Avoid discrimination in the classrooms and promote school coexistence.
- Promote itineraries for the improvement of competences that recognize formal and non-formal learning and allow the reincorporation in the education and training process to improve the qualification of people.
- Enhance the teaching of Vocational Training (dual vocational training and certificates of professionalism), improving coordination between the education system, the labor market and the business world.
- Establish initiatives and training bridges that promote the continuation in the studies of the groups with greater risk of early educational abandonment.
- Review the mechanisms for updating training offers to ensure the necessary match between the supply and demand for qualifications.
- Intensify the role of services and guidance structures in the promotion of equality of learning and employment opportunities for citizens.
- Reduce the digital divide, preparing people for the digital economy and the new niches of high added value employment.

STRATEGIC GOAL 3: Social protection against life cycle risks

"Social protection against life cycle risks" refers to health policies and benefits, support for minors and families, social and dependency services, as well as housing and territory. From a social-rights guarantee perspective, it is about protecting people and families, supporting them in their process of social inclusion, taking into account that social exclusion is a multidimensional phenomenon in which different circumstances and causal factors come together. This goal not only includes access to certain quality public services for those profiles characterized by their greater vulnerability, but also includes services that avoid situations of need.

HEALTHCARE

- Guarantee the economic, social and political sustainability of a universal, quality public health system free of charge at the time of use.
- Protect the universality of coverage of the National Health System (NHS).
- Design a pharmaceutical co-payment system that does not constitute a barrier in access to medicines, particularly for the most vulnerable groups.
- Promote effective and equitable access to the NHS of people residing in Spain regardless of their criminal, administrative, employment, family, income, residence, ethnic origin, sex, sexual orientation, identity and gender or nationality status.
- Promote strategies and programs aimed at improving the health and lifestyles of groups in situations of vulnerability: people with functional diversity, people with addictions, the Roma population, people with HIV infection, people deprived of their liberty, formerly tutored or institutionalized, people of immigrant origin, homeless people, etc.
- Work from the perspective of the social determinants of health in a coordinated manner between health and social services, and with the participation of citizens, to give a comprehensive response to the health challenges of the most vulnerable groups.

SUPPORT FOR FAMILIES AND CHILDREN

- Strengthen the attention to people and families in vulnerable situations.
- Support families at risk of poverty with minor children, facilitating the reconciliation of work and family life.
- Encourage early childhood education (through positive parenting programs, accompaniment in reading, etc.) that reach all children, regardless of the level of income or place of residence of their families.
- Combat "holidays' forgetting"² through inclusive educational leisure programs, with a balanced diet during non-school periods.
- Promote the establishment of school canteens (breakfasts, lunches and / or snacks) accessible to all children and adolescents, regardless of the availability of financial resources of their families, to ensure a balanced and healthy diet.
- Promote comprehensive care for unaccompanied foreign minors (MENAs).
- Promote integral attention to formerly tutored or institutionalized young people.

SOCIAL SERVICES AND DEPENDENCY

- Strengthen the universal public system of social services.
- Advance in the articulation of the universal public system of social services with public employment services.
- Improve information generation and processing systems on the functioning of the universal public system of social services.
- Develop a national system of prevention and attention to situations of dependency, within the social service system.
- Adapt the care system to dependence on aging and depopulation.
- Transform the functioning of the European Aid Fund for the most disadvantaged people (FEAD) in order to increase interventions of a social nature and improve care for beneficiaries.

HOUSING AND HABITAT

- Assist individuals and families, especially those with dependent children, who are in a situation of eviction from their homes, as a consequence of their socio-economic vulnerability.
- Promote rent subsidies for the most vulnerable people and families.
- Promote social housing or affordable rent, especially in the areas of greater mismatch between market prices and household income.
- Promote rehousing programs, shanty town eradication and social accompaniment.
- Promote measures that reduce homelessness.
- Design specific measures aimed at the emancipation of young people.
- Guarantee basic supplies (electricity, gas, water, communications) to households with insufficient resources.
- Fight against energy poverty, promoting the social and energy bonus.
- Promote the rehabilitation of homes without adequate living conditions.
- Regenerate the most deteriorated urban spaces.
- Fight against rural depopulation.

STRATEGIC GOAL 4: Effectiveness and efficiency of policies

“Effectiveness and efficiency of policies” focuses on the development of improvements in the design and planning, implementation, governance, creation and management of knowledge and the monitoring and evaluation of social inclusion policies. It refers to the entire system of policies for the prevention and fight against poverty and social exclusion, hence its transversal nature. Defined as areas of progress: the ordering of the system, leading to greater rationalization, coherence and coverage, territorial cooperation, collaboration, coordination of all public and private actors as a way of working together with a common goal and taking advantage of synergies, management of information and knowledge as basic mechanisms to better allocate evidence-based resources and provide higher quality services, social innovation, understood as the search for new solutions and transparency aimed at continuous improvement.

SYSTEM MANAGEMENT AND SERVICE COORDINATION

- Analyzing permanently the benefit system to improve its ordering.
- Analyzing non-contributory benefits of Social Security in order to adapt its coverage.
- Improving management, collaboration, coordination and communication in the National Employment System.
- Deepening coordination and joint action between employment services and social services

TERRITORIAL COOPERATION

- Consensus of the actions between the different territorial levels to avoid duplicities, respecting in all cases the distribution of competences among the public administrations.
- Enhancing the synergies between territories, exchange and mutual learning in addressing problems.
- Promoting the coordination and complementarity of aid systems for the eradication of social exclusion and poverty and completing the mapping of public benefits.

COOPERATION WITH THE EUROPEAN UNION

- Implementing the recommendations of the European Semester in the field of poverty and exclusion.
- Actively participating in the construction spaces of the European social policies.
- Improving the effectiveness of the Structural and Investment Funds in the fight against exclusion, especially in relation to child poverty through a European Child Guarantee system.
- Reinforcing rights, especially the rights of the child, in line with the European Pillar of Social Rights.
- Implementing the European Urban Agenda.

COLLABORATION AND COOPERATION AMONG ALL STAKEHOLDERS

- Promoting the participation of children and adolescents.
- Supporting the Third Sector of Social Action in its attention and accompaniment to the most vulnerable people and groups.
- Encouraging dialogue and participation of the Third Sector in the conception and development of policies.
- Strengthening the dialogue and participation of the social partners.
- Fostering dialogue with parliamentary representatives through the corresponding commissions.
- Encouraging the participation of companies through Corporate Social Responsibility.

- Promoting the participation of people affected by situations of poverty and / or exclusion in the monitoring and evaluation of the policies applied.

INFORMATION, KNOWLEDGE, SOCIAL INNOVATION AND TRANSPARENCY

- Advancing in the knowledge of social problems and needs as well as in the effectiveness of the system in the response to them.
- Promoting learning, innovation and knowledge transfer.
- Establishing a strategy evaluation plan that includes specific activities or evaluations in relation to the design, implementation and results of each measure or of the strategy as a whole.
- Establish statistical analysis tools to accurately detect situations of need that require public action, improving coordination between employment policies and social policies.

The Strategy's evaluation system

A final evaluation of the Strategy (2019-2023) is foreseen at the end of its validity, that is, in 2024. The evaluation will be addressed taking into account the baseline diagnosis, the actions carried out, the results obtained, and the impact associated with its implementation.

1. The execution of the measures: linking their implementation with the corresponding indicators of their results, whenever this is possible, although these indicators will have to be adapted to each measure and its content.
2. The evaluation of results: it will measure progress in reducing poverty and social exclusion and, also, in inclusion policies, based on two types of indicators:
 - o Quantitative indicators: the following indicators will be taken as a reference, without prejudice of the consideration of other additional indicators that are considered pertinent and taking into account the baseline marked by the diagnosis:
 - Poverty risk rate (monetary) with thresholds of 60 and 40% of the Median
 - Anchored at-risk of Poverty rate
 - Persistent at-risk of Poverty risk rate
 - Severe material deprivation rate
 - AROPE indicator
 - Low intensity in employment

All these indicators will always be examined:

- By sex
- By age groups, which distinguish children (under 18 years of age) and young population (18-29)
- By nationality or country of birth, as long as the data permit.

In addition, information will be provided as up-to-date as possible on:

- Rate of early school leaving, by sex
- Employment rate, distinguishing young people from the rest, by sex
- Rate of temporary employment, distinguishing young people from the rest, by sex
- Rate of partial employment, distinguishing young people from the rest, by sex

o Qualitative indicators: will measure progress related to inclusion policies and will be defined based on the qualitative changes expected with the implementation of the Strategy and with the participation of the actors involved in it. It is expected to carry out interviews, seminars or other actions with the main actors in this field, including those in charge of different administrative levels as well as representatives of the organizations social organizations that work in the field in the prevention and fight against poverty and exclusion. If the budgetary provision allows it, there will also be discussion groups or, at least, a day of discussion and debate on the achievements and limitations in the implementation of the Strategy.

3) The impact evaluation, that is, the effects directly derived from the actions and measures foreseen and linked to the Strategy, to find out to what extent the Strategy has contributed to the prevention and reduction of poverty and the improvement of the welfare of the people.

In order to prepare the final evaluation, the following information will be taken into account:

- a. Official sources of statistical information.
- b. Evolution of expenditure according to official data, always in relation to the number of people and / or households at risk of poverty and beneficiaries.
- c. System of discussion and consultation with key actors.

