



ESPN Thematic Report on Progress in the implementation of the 2013 EU Recommendation on “Investing in children: Breaking the cycle of disadvantage”

Spain

2017

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Montserrat and Moreno-Fuentes
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**ESPN Thematic Report on
Progress in the implementation
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Acronyms

AROPE. At Risk of Poverty and/or Exclusion.

ASD. Autism Spectrum Disorders.

AUESF. Administrative Unit of the European Social Fund.

CSR. Country Specific Recommendations.

EAPN. European Anti-Poverty Network.

ECEC. Early childhood education and care.

ESO. Escuela Secundaria Obligatoria. Compulsory Secondary Education

ESF. European Social Fund.

ESL. Early school leaving.

FEAD. Fondo Europeo de Ayuda a los más Desfavorecidos. Fund for European Aid to the most Deprived.

GDP. Gross Domestic Product.

LOMCE. Ley Orgánica para la mejora de la calidad educativa. Organic Law on the Improvement of the Quality of Education.

NAPin. National Action Plan for Social Inclusion.

NRP. National Reform Programme.

OP. Operational Programme

PENIA. Plan Estratégico Nacional de Infancia y Adolescencia. Strategic National Plan for Childhood and adolescence.

PIAF. Plan Integral de Apoyo a la Familia. Integral Family Support Plan.

QJ hdds. (Quasi-)jobless household

SMD. Severely materially deprived

TO. Thematic Objective.

Summary

The implementation of the EC 2013 Recommendation on “Investing in children: breaking the cycle of disadvantage” in Spain has been insufficient (figures for indicators related to child poverty and social exclusion barely changed between 2013 and 2015), and uneven (there is a blatant gap between the notable advances in the legal protection of the child, and the stagnation in the social protection of children in deprived households).

The poor results in the implementation of the 2013 Recommendation stem from three factors: the priority given to fiscal consolidation policies over social policies in general; the disjuncture between the rhetorical prominence of childhood policies and the position of this domain of policies at the bottom of social policy priorities; and the lack of integration of policies to support children, as well as the low levels of coordination between different public administrations.

The governance of childhood policies is not robust. On the contrary, there is no multidimensional policy strategy, and although the network of stakeholders strengthened and even gained institutional presence in recent years, this did not translate into greater social visibility and, more importantly, into progress on the integration of policies or into an improvement in the balance between universal and targeted policies.

The policies on access to resources have not resulted in a significant reduction in child poverty and exclusion rates. The situation of the poorest households with children not only did not improve, but actually deteriorated. This was also the case for children from the most vulnerable groups such as immigrants and the Roma.

Investment in programmes aimed at improving access to affordable quality services has been uneven. Despite cutbacks on educational spending, the indicators of early school leaving (ESL), and early childhood education and care (ECEC), have improved since 2004. Advances in work-family life balance remain limited, and do not take into account the situation of households with unemployed parents.

The right of participation of children is currently in a test phase in different municipalities. Only the large NGOs working on child rights have integrated this dimension into their objectives, and concretised means of participation in their progress reports.

Childhood issues have been incorporated into the European Semester, and are part of the institutional commitments embodied in documents such as the National Reform Programme. Nevertheless, this has not translated into a decisive policy change in the policies against child poverty and exclusion, or against the existing deficits in education, housing and social services.

There is no available evidence to rigorously assess the efficiency and effectiveness of the EU financial instruments invested in children between 2014 and 2017. The rate of absorption to date is low, and the expenditure rate is clearly very low.

Spain is one of the EU countries with the highest poverty rates among households with children. The great recession of the period 2008-2014 worsened poverty and exclusion indicators, and the relative improvements in the effectiveness of redistributive policies experienced in the 2004-2008 period were, in fact, lost. As a general recommendation, and based on the consensus reached by child rights NGOs and experts, Spain should make a significant social investment effort by implementing a generous universal social benefit for all children, as well as reinforcing educational investment in those groups (families on poverty, immigrants, Roma) in situations of greater vulnerability.

1 Overall situation with regard to child poverty and social exclusion¹

According to the At Risk of Poverty and/or Exclusion (AROPE) indicator, the risk of poverty and social exclusion in 2015 in Spain (29.6%) was well above the EU average (23.7%), and it was significantly higher in the case of children aged 0-17 (34.4% in Spain, compared to a 26.9% EU average). In addition, the gap between children and the whole population in the AROPE indicators was also among the largest in the EU.² Children (0-17), and young people (18-19), were the most affected age groups during the economic crisis (Ayllón, 2015, 2017; Martínez, 2014), and Spain's child poverty rate was, in fact, very high compared to European countries with similar levels of per capita income (Cantó, 2014; Save the Children, 2017).

The most important dimension of the risk of poverty and exclusion in Spain is relative poverty (29.7% of all children in 2015). The percentage of children living at risk of poverty, but neither severely materially deprived (SMD indicator, related to the difficulty of accessing basic goods and adequate housing), nor living in a (quasi-) jobless household (QJ hhds indicator), was 17.2%. An additional 6% of children at risk of poverty lived in a (quasi-) jobless household.

A recent study showed how the anchored poverty indicator (particularly relevant since the poverty line decreased during the crisis) based on the 2008 poverty threshold experienced a very significant increase for the entire population during this period, but especially for children (38.9% in 2014, compared to 26.9% in 2008) (Ayllón, 2017). According to this author, the severe poverty indicator (those below 30% of the median equivalent income), increased from 6.4 in 2008, to 10% in 2014 (a 56% increase in the case of children).

Another dimension of the AROPE indicator is the number of children living in a household with a weak link to employment. As seen in Figures 1 and 2, this is the dimension (QJ hhds indicator) that most sharply grew since the beginning of the crisis, reaching 12% of children (0-17), and 15.4% of the whole population in 2015.

With regards to child SMD indicators in Spain, they were below the EU average (9.1% in 2015, compared to 9.5% in the EU). A large proportion of these households also suffered financial difficulties: the rate of children living at risk of poverty in SMD households was 6.5%, with SMD indicators related to insufficient income increasing the most during the crisis (Ayllón, 2017).

In relation to other child deprivation indicators, Spain appears to be above the European average. Thus, the specific child material deprivation rate, the so-called Guio index, reached 28% of children aged between 0 and 15 years, compared to the EU average, which was 24% (Frazer and Marlier, 2017).

The presence of children considerably increased the risk of poverty and social exclusion of a household (32.9% of households with children in Spain were in that situation, compared to 24.4% of those without children). In 2015, the AROPE rate for single-adult households with dependent children was 50.1%, and 46.6% in the case of two-adult households with three or more dependent children. Following the analysis of Ayllón (2017), it must be emphasised that the parents' lack of access to the labour market constitutes a fundamental risk of poverty for a household. The highest risk of relative poverty is experienced by children living in households whose parents do not work, whether they are headed by a couple (74.0%), or by just one adult (60.4%). A wage no longer constitutes an adequate

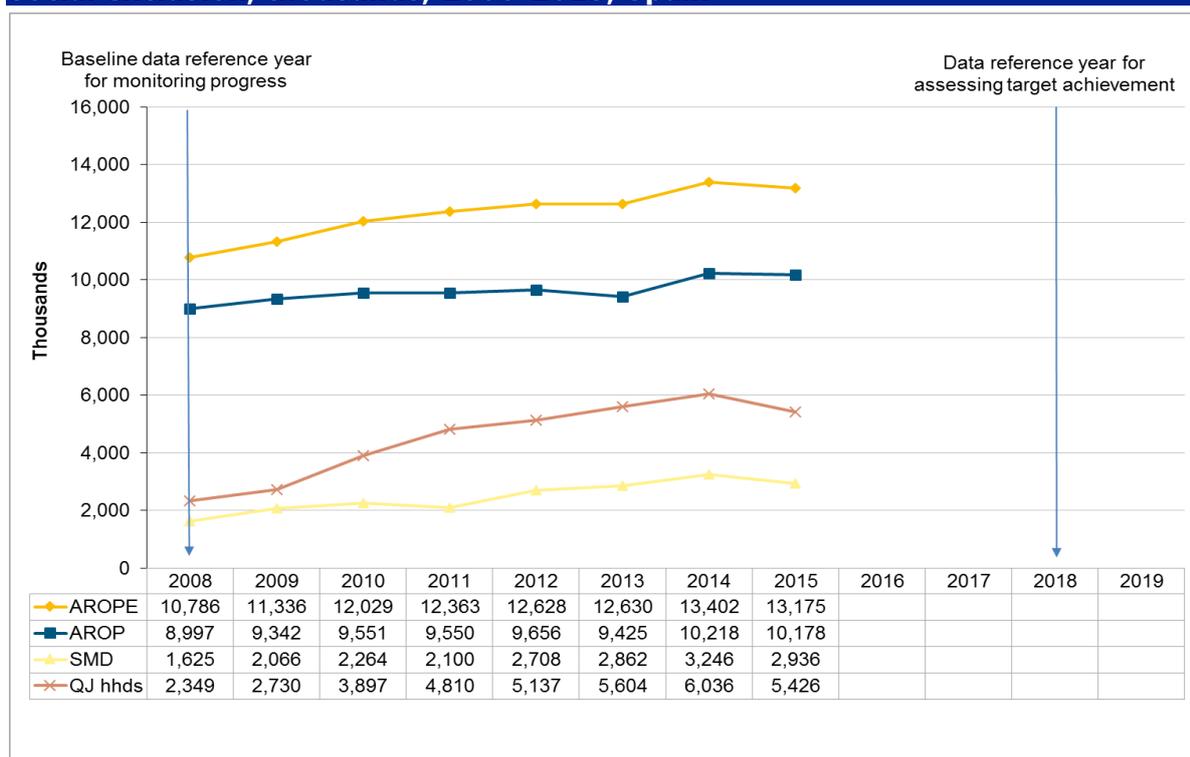
¹ This report has been drafted based on official and NGO documents (EAPN, Fundación Secretariado Gitano, Unicef and Save the Children) and on research by experts. The available information was verified through three interviews with representatives of Fundación Secretariado Gitano (Isidro Rodríguez, on April 20th, 2017) Unicef (Gabriel González-Bello, on April 26th, 2017), and Save The Children (Ana Sastre, on April 25th, 2017).

² See Statistical Annex to Frazer and Marlier (2017).

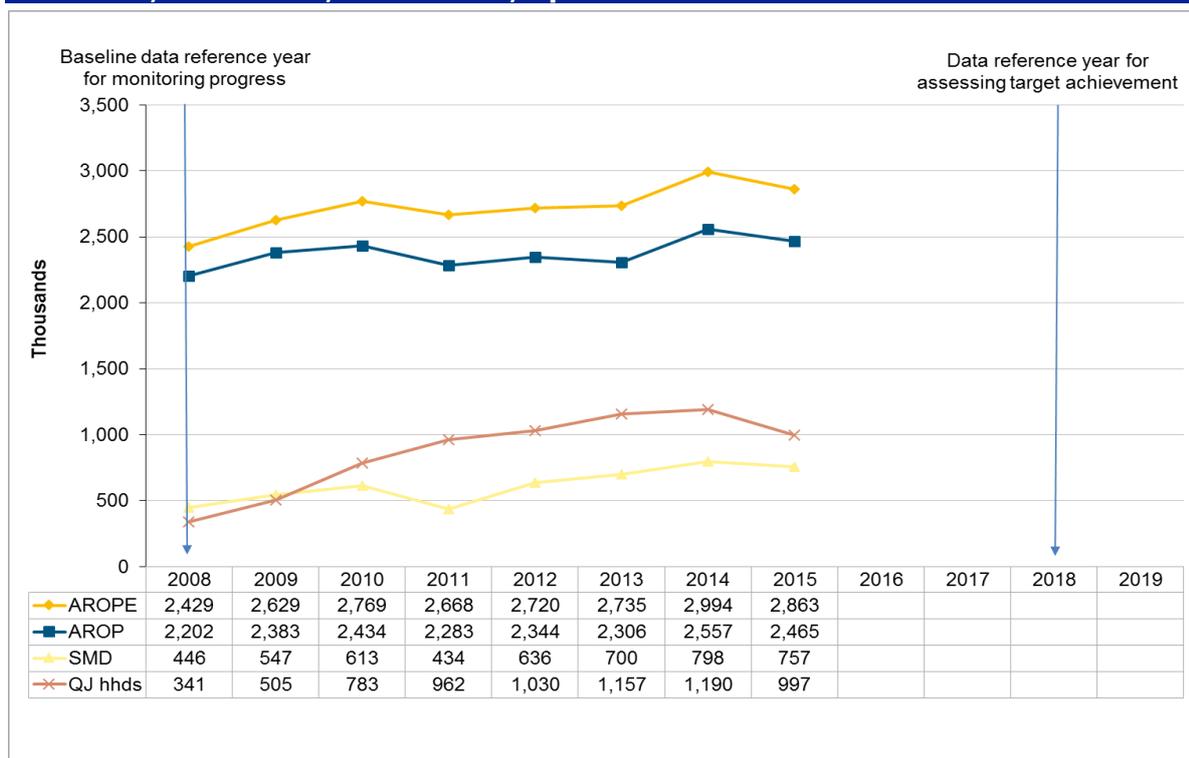
protection against poverty however, given that over a third of households in which only one member is working are at risk of poverty.

As for the factors that explain the levels and distribution of child poverty in Spain, there is a broad consensus in the literature: job insecurity, low wages and unstable adult employment, together with insufficient income protection, specifically for households with children, constitute the key elements interacting in the configuration of significantly high levels of child poverty in Spain (Ayllón, 2017; Bradshaw et al, 2012; Bradshaw, 2014; Cantó and Ayala, 2014; Save the Children, 2015 a, b).

Figure 1: Trends in number of people (whole population) at risk of poverty or social exclusion, thousands, 2008-2015, Spain



Source: EU-SILC, Statistical annex to ESPN Synthesis Report (Frazer, H. and Marlier, E. (2017)

Figure 2: Trends in number of children aged 0-17 at risk of poverty or social exclusion, thousands, 2008-2015, Spain

Source: EU-SILC, Statistical annex to ESPN Synthesis Report (Frazer, H. and Marlier, E. (2017))

2 Assessment of overall approach and governance

A significant share of the policies addressing children’s well-being and fighting against child poverty and social exclusion in Spain fall within the powers of regional governments. The national government is responsible for the creation of the basic normative framework in this domain of policies. In this capacity, the Spanish government passed in recent years a series of policy initiatives to provide support to families (Integral Plan for Family Support –PIAF- 2015-2017),³ notably to those with children and in a situation of severe material deprivation. The II Strategic National Plan for Childhood and Adolescence (II PENIA) (2013-2016)⁴ was discussed and approved at the Observatory on Childhood, the consultative body in charge of facilitating the participation of civil society organisations, as well as of State authorities (national, regional and local), in the policy-making process affecting children (Gaitán, 2011).⁵

Third sector organisations working in this policy field coordinate themselves in the Pro-childhood NGO Platform⁶, which includes around 60 organisations concerned with the wellbeing of children, as well as on the Third Sector Platform,⁷ an umbrella organisation made up of 20 large organisations and including some 30,000 NGOs fighting against poverty and social exclusion, and trying to influence public administrations, both at the national and regional level in Spain. The issue of child poverty gained political visibility

³ <https://www.msssi.gob.es/novedades/docs/PIAF-2015-2017.pdf>.

⁴ <https://www.msssi.gob.es/ciudadanos/proteccionSalud/infancia/DchosInfancia/Penia.htm>.

⁵ The idea of an Observatory on childhood has been replicated in a series of regions, including Andalusia, Catalonia, Asturias, Basque Country, Balearic Islands, and Extremadura.

⁶ “Plataforma de Infancia”, <https://plataformadeinfancia.org>.

⁷ “Plataforma del Tercer Sector”, <https://www.plataformatercersector.es/es/quienes-somos>.

during the current legislature with the creation of a Parliamentary Commission for the rights of children and adolescents, which has been operating since 2016.⁸

Both the PIAF and the II PENIA included evaluation indicators and a broad range of measures to support families in situations of social exclusion. The mid-term evaluation of II PENIA indicated a high degree of implementation of this plan.

Despite the formal efforts to improve the governance of these programmes by introducing some participatory stages in their design, these have not translated into effective results in the fight against poverty. Achieving progress on this objective would require increasing social spending on families and children, as well as improving the coordination between the central government and the Autonomous Communities in the development of this domain of policy.

3 Pillar 1 – Access to resources

High unemployment rates and fiscal consolidation policies negatively affected social spending on children and families from 2010 to the present. In 2005, Spain spent 1.2% of its Gross Domestic Product (GDP) on this area of policies. After increasing up to 1.9% in 2009, it went again down to 1.3% in 2014. The stagnation of social spending on families and children partly explains the limited redistributive impact of these policies in Spain (Flores, 2016; Malgesini, 2012; Navarro and Clua-Losada, 2012).

The guarantee of access to resources is based on the joint development of three types of policies: supporting parents' participation in the labour market, monetary and fiscal benefits, and the optimal combination of benefits and services. These policies have generally been characterised by a lack of institutional integration, insufficient spending, and low effectiveness against poverty and social exclusion.

-Policies to support parents' participation in the labour market. Initiatives to support employment in poor households in which there are children have been limited. Employment for households in the first quintile has been characterised by greater levels of temporality, lower wages, and higher work intensity than for the rest of households (Save the Children, 2017). Parental leave schemes mainly benefit households with workers contributing to social security schemes, providing protection for only a limited period of time (ESPN-Spain, 2016). Non-contributory maternity leave benefits remained frozen at the 2010 level, and complementary parental leave benefits provided by regions were frozen or eliminated after 2010. Full gender equality in parental leaves has not been achieved despite the provisions of the 2007 legislation.⁹

-Children and family benefits. The economic crisis had a negative impact on the social protection of children. However, the problem has a structural nature since childhood policies in Spain are not solidly grounded, and do not have the capacity to significantly reduce child poverty. This assessment is shared by experts (Ayala et al, 2016; Cantó and Ayala, 2014; Mari-Klose and Mari-Klose, 2012; Mari-Klose, 2017), and NGOs working on children rights' (Unicef, 2014 and 2016), or fighting poverty (EAPN, 2017).

The dependent child allowance, which should be the most effective family and childhood support benefit, has a relatively low coverage: in 2015, only 16% of those under the age of 18 received it (CES, 2017). One of the problems that prevent the coverage of part of the child population in situations of poverty is that the maximum annual income allowed in order to access this benefit is lower than the poverty threshold. This social protection scheme is supplemented by single payment benefits for multiple births, as well as for large and single-parent families, but the effects of these schemes in the reduction of poverty are only moderate at best.

⁸“Comisión de derechos de la infancia y de la adolescencia”, <https://goo.gl/4CF6Tk>.

⁹ Law 3/2007 on gender equality, <https://goo.gl/oWcJgA>.

The tax system has a greater redistributive impact than monetary transfers, but does not benefit very low income households, since they are exempted from filing their income tax return, and therefore they generally do not (Cantó and Gradín, 2012). Neither monetary benefits, nor tax relief measures reduced inequalities experienced by children from immigrant and Roma households, so these groups remained in a particularly vulnerable position.

4 Pillar 2 – Access to affordable quality services

Access to quality services was the subject of the EC’s Country Specific Recommendations (CSR) to Spain’s NRP of 2014. A general assessment of this pillar highlighted the following characteristics: inequality in access (as is the case with early childhood education), limited coordination of policies (notably between both education and healthcare with respect to social services), a non-integrated approach to policies. On the other hand, the response to these challenges was developed in an environment of fiscal consolidation, which implied a reduction of public spending on social policies (especially in healthcare, education and social services) (ESPN-Spain, 2015; Unicef-España, 2012, 2014, 2016).

- *Access to education.* The Barcelona 2010 objectives in relation to early childhood education and care (ECEC) can be considered as relatively fulfilled in Spain, since the percentage of children aged 0-3 years enrolled in kindergarten reached 39.7% in 2015 (30.3% EU average). 95.9% of Spanish children were enrolled in ECEC at the age of 3, and 55.4% at the age of 2 (MECD, 2017; OECD, 2016). The 2012 cancelling of the central government Educa-3 programme clearly slowed down the extension of pre-schooling. Families in which both parents work have priority access to public early childhood education to the detriment of parents in situations of unemployment, so ECEC schemes mainly benefits working mothers (62.4% of all mothers). Coverage of education for children under 3 remains an evenly shared responsibility between the public and private sectors.¹⁰ In the case of private provision, discrimination against low-income households has been occurring (Rodríguez Cabrero, 2014; Sastre, 2015). Inequality in access to ECEC in Spain is evident: while 56% of children in the 5th quintile have access, this is only the case for 31% of children in the 1st quintile. In addition, significant territorial inequalities persist: only five regions achieved a higher rate of early schooling than Spain’s average in 2015 (39.7%) (Save the Children, 2017).

Segregation in schools is a factor that negatively affects the academic performance of the most vulnerable groups. 87% of foreign students in Spain were concentrated in public schools in the 2013-2014 academic year. In the specific case of Roma children, and despite the gradual improvement of their educational level, alarming deficits remain: 64% of Roma students 16-24 do not complete their compulsory secondary education (ESO) (13% of the student population as a whole), and early school leaving affects 63.7% of Roma youth 18-24, compared to 25% of all Spanish youth (FSG, 2013 a, b).

The recent curriculum recentralisation, together with early student tracking introduced by the LOMCE¹¹, do not foster an environment conducive to equality. Hence, the inadequacies of the education system are managed through compensatory programmes that unevenly operate at the margins of the education system.

- *Access to housing.* The crisis had a strong impact on children in poor households. Between 2008 and 2015, the disposable income of households in the 1st quintile was reduced by 44% because of an increase in housing costs, which contrasts with a 6% reduction in the case of households in the 5th quintile. This meant a housing overburden that mainly affected the poorest households (Save the Children, 2017). Thus, after deducting housing costs, a first quintile household disposed of EUR 1,576 per child annually in 2015, down

¹⁰ In 2015, 51.5% of all available places in kindergartens were public, and 48.5% private. In European OECD countries the coverage rate of public kindergartens reached 77% (OECD, 2016).

¹¹ Organic Law 8/2013 of 9 December on improving the quality of education.

from EUR 2,803 in 2008. Delays on mortgage payments went from affecting 19% of households in the 1st quintile in 2008, to 33% in 2015 (double the percentages in the 2nd and 3rd quintiles).

One of the most dramatic impacts of the economic crisis has been the increase in evictions. The threat of losing one’s home affects primarily households with children (Martínez Muñoz et al, 2016). The reforms implemented to protect and prevent the eviction of the most vulnerable groups¹² have not been sufficient. The EC has had to force the Spanish government in April 2016 to implement Directive 93/13 on unfair terms in home purchase contracts. The impact of some housing policies is not yet fully known (see National Action Plan for Social Inclusion –NAPin- 2013-2016, or PIAF 2015-2017). The Social Housing Fund created in 2013 had a positive impact in favouring the most vulnerable groups in need of housing.

Housing policy developed by the State Housing Plan 2013-2016 was not effective in guaranteeing access to standard housing for low income families with children, as in the case of the Roma population (FSG, 2015).

Energy poverty is addressed in cases of vulnerable households through the so-called electricity social discount rate (*bono social de electricidad*),¹³ although there is currently a political debate on the need to improve the scope of this scheme.

- *Access to the health system.* In 2012 access to healthcare was restricted to the population integrated into the social security system, and workless households.¹⁴ Children and pregnant women (regardless of their nationality or administrative status) were also granted access. The materialisation of these rights was indirectly affected in many instances by fiscal consolidation policies (Urbanos Garrido and Puig-Junoy, 2014). It is important to highlight the implementation of certain programmes directly (Spanish Strategy on Autism Spectrum Disorders –ASD-), or indirectly (National Strategy on Mental Health 2016-2019) targeting children in 2015.

- *Access to social services.* Social services, under the responsibility of the regions, play a very important role in the fight against social exclusion. The central government has a generic competency of coordination and support (Dirección General de Servicios para la Familia y la Infancia, 2017). In recent years, positive steps have been taken to ensure the universal coverage of basic services through social services legislation, the Social Services Reference Catalogue (2013), and the PIAF 2015-2017, all initiatives aimed at strengthening services such as social-family guidance, mediation, family meeting points, and socio-educational support to minors.

Some groups, such as Roma and certain immigrant children, benefit from positive discrimination measures supported by European funds and ad hoc programmes (aimed for example at people with disabilities), or through educational support programmes in line with the provisions of Principle 11b of the European Pillar of Social Rights.

5 Pillar 3 – Children’s right to participate

In her analysis of the different characteristics of child poverty in Spain, Ayllón (2017) points out that while children’s most basic needs have been generally met, problems with covering the educational and leisure needs of children are prevalent and growing among relatively poor households. Other studies based on the evolution of the child welfare index, developed by Unicef, indicated that the crisis had significantly negative consequences in all objective poverty and social exclusion dimensions in Spain, thus making it considerably difficult to

¹² Royal Decree-Law 27/2012; Law 1/2013 and Royal Decree-Law 1/2015.

¹³ Royal Decree-Law DL 7/2016, of 23 December.

¹⁴ Royal Decree 576/2013, of 26 July.

bring about the effective right of children to normally participate in leisure, sport and cultural activities (Bradshaw, 2014).

The right of children to participate in the political process in those aspects that affect them more directly is officially established, and it has even been applied in some consultative capacity during the discussions previous to the approving of the II PENIA¹⁵, but remains largely a symbolic protocol. The Pro-childhood NGO Platform continues to mobilise this issue, and in November 2016 it organised the IVth National Meeting for Children and Adolescents’ Participation¹⁶, which in January 2017 presented a request in Parliament to create the National Council for Children’s Participation. So far, only the large NGOs, as well as some municipalities, have integrated this dimension into their objectives.

6 Addressing child poverty and social exclusion and child well-being in the European Semester

Since 2013, CSRs on childhood in Spain aimed at improving income support programmes for families (CSR 2014, 2015 and 2016), the efficiency and effectiveness of social protection support (CSR 2014, 2016), and ECEC (CSR 2016). In general terms, CSRs to Spain during the period 2014-2016 paid little attention to specific groups such as people affected by foreclosures, the Roma population or children in poverty. Recommendations on child poverty and early school leaving were not included in the CSR 2016. This is paradoxical given the prominence of these issues in this country, as acknowledged in the European Commission’s 2017 country report on Spain (European Commission, 2017).

The Spanish NRPs (2014, 2015 and 2016) addressed the 2013 recommendations and the corresponding CSRs. In general terms, the measures included in the NRPs (including the 2017 one) turn around the idea of job creation as the panacea against the social exclusion of families with children. Most NRP measures were articulated through three plans: the II NAPin (2013-2016), the II PENIA (2013-2016), and the PIAF (2015-2017).

The II NAPin included the February 2013 recommendations, as well as (for the first time) a cross-cutting objective dedicated to the fight against child poverty. Some advances were made on the II PENIA in terms of public expenditure destined to families and childhood. However, despite these plans, no comprehensive policy has yet been established to combat child poverty and exclusion. During the European Semester, the advances made through these plans have been limited because the commitments, deadlines and measures were unspecific and non-binding. Their implementation has been further complicated by coordination problems between different public administrations (CES, 2017). Although there are some indicators for public expenditure and coverage, it is difficult to know the final outcomes of these plans, as they have not been subjected to final or comprehensive evaluations.

The diagnoses of the 2015 and 2016 CSR on the “limited progress in improving the effectiveness of its social protection system and in the targeting of family support schemes and care services” (CSR, 2015), and on the “limited effectiveness of family and housing benefits in reducing poverty and the lack of adequate and affordable child care and long-term care provision” (CSR 2016) remain relevant today.

7 Mobilising relevant EU financial instruments

The available information published on the implementation of EU structural funds in Spain does not allow for a detailed assessment of this aspect. The Administrative Unit of the European Social Fund (AUESF) does not publish data on budgetary execution, or objectives

¹⁵ The suggestions of nearly 900 children were brought to the Observatory of Childhood by the Pro-childhood NGO Platform for its consideration during the discussion of the II PNIA.

¹⁶ <http://plataformadeinfancia.org/los-ninos-y-ninas-piden-un-consejo-nacional-de-participacion-infantil-en-el-congreso-de-los-diputados/>.

achieved,¹⁷ nor does it publish an annual progress report. However, based on available information, it is possible to make an assessment of the use of structural funds. Spain fulfilled the ex-ante conditions that affect the use of European Social Fund (ESF) resources in the different Operational Programmes (OP) under the thematic objectives of employment, social exclusion and education, a necessary requisite for those programmes.

Spain has a total budget of EUR 8.5 billion to invest on thematic objectives (TO) 8, 9 and 10, for the period 2014-2020. These objectives represent 52.1% (TO8), 23% (TO9) and 23.5% (TO10) of the budget programme for this period. The remaining 2.4% belongs to objective TO11, and Technical Assistance (TA). None of those objectives are directly associated with the objective of investing in children, and only TO10 considers investment in education.

To date, the absorption rate in Spain has been quite low with regards to the total investment planned for the 2014-2020 period. The higher absorption rate is for TO10 (28.30%), followed by that for TO8 (26.24%), and TO9 (11.77%) (see Table 1). If we consider specific programmes, we can observe that the rate of absorption is zero for a series of sub-programmes such as TO8 iv, v and vii; TO9iv and 9v; and for TO10iii, while it is very low for sub-programme T10ii. Only sub-programmes TO10.i (35.16%), and TO10iv (32.9%) have absorption rates above the overall TO10 rate (28.30%).

With respect to expenditure rates, we can confirm that both the expenditure over total funding, as well as over the total funding committed for the 2014-2020 period, is zero for TO9, and quite low for TO8 (0.81% and 3.07% respectively), as well as for TO10 (1.38%, and 4.87%). The level of compliance in Spain with respect to the absorption and expenditure compromises is therefore very low.

The Fund for European Aid to the most Deprived (FEAD) in Spain, with an EU investment of EUR 563.4 million for the 2014-2020 period, and a total eligible expenditure of EUR 662.8 million (annual expenditure of circa EUR 100 million), is managed by two large NGOs.¹⁸ There are no available public reports on the impact of this programme on poor households with children.

Finally, programmes such as the scheme “Promote and learn by working”, aimed at the Roma population (building on the prior initiative “Promote” of the OP to fight against discrimination 2007-2013), have been of particular importance in the improvement of Roma children’s education.¹⁹

¹⁷ www.empleo.gob.es/uafse/.

¹⁸ The Spanish Red Cross, and the Spanish Federation of Food Banks (*Federación Española de Bancos de Alimentos –FESBAL-*).

¹⁹ “*Promociona y aprender trabajando*”, and “*Promociona*”, both managed by the Fundación Secretariado Gitano, are part of the Operational Programme on social inclusion and social economy (<https://www.gitanos.org>).

Table 1 – Total funding committed, co-funding and declared expenditures over total funding and total funding committed regarding thematic objectives 8, 9 and 10 and respective intervention priorities (%), Spain

%	Total funding committed	Co-funding	Expenditure over total funding 2014-2020	Expenditure over total funding committed
8i Access to employment for job-seekers and inactive people, including the long-term unemployed and people far from the labour market, also through local employment initiatives and support for labour mobility	15.26	71.30	0.59	3.86
8ii - Sustainable integration into the labour market of young people, in particular those not in employment, education or training, including young people at risk of social exclusion and young people from marginalised communities, including through the implementation of the Youth Guarantee	33.95	91.70	0.09	0.25
8iii - Self-employment, entrepreneurship and business creation including innovative micro, small and medium sized enterprises	35.13	79.60	6.21	17.69
8iv - Equality between men and women in all areas, including in access to employment, career progression, reconciliation of work and private life and promotion of equal pay for equal work			0.00	
8v - Adaptation of workers, enterprises and entrepreneurs to change			0.00	
8vii - Modernisation of labour market institutions, such as public and private employment services, and improving the matching of labour market needs, including through actions that enhance transnational labour mobility as well as through mobility schemes and better cooperation between institutions and relevant stakeholders			0.00	
TO8 - Promoting sustainable and quality employment and supporting labour mobility	26.24	85.2	0.81	3.07
9i - Active inclusion, including with a view to promoting equal opportunities and active participation, and improving employability	17.05	74.80	0.00	0.00
9ii - Socio-economic integration of marginalised communities such as the Roma				
9iii - Combating all forms of discrimination and promoting equal opportunities	0.11	80.0	0.00	0.00
9iv - Enhancing access to affordable, sustainable and high quality services, including health care and social services of general interest				

9v - Promoting social entrepreneurship and vocational integration in social enterprises and the social and solidarity economy in order to facilitate access to employment				
9vi - Community-led local development strategies				
TO9 – Promoting social inclusion, combating poverty and any discrimination	11.77	74.8	0.00	0.00
10i - Reducing and preventing early school-leaving and promoting equal access to good quality early-childhood, primary and secondary education including formal, non-formal and informal learning pathways for reintegrating into education and training	35.16	65.30	0.97	2.75
10ii - Improving the quality and efficiency of, and access to, tertiary and equivalent education with a view to increasing participation and attainment levels, especially for disadvantaged groups	0.74	51.00	0.00	0,00
10iii - Enhancing equal access to lifelong learning for all age groups in formal, non-formal and informal settings, upgrading the knowledge, skills and competences of the workforce, and promoting flexible learning pathways including through career guidance and validation of acquired competences			0.00	
10iv - Improving the labour market relevance of education and training systems, facilitating the transition from education to work, and strengthening vocational education and training systems and their quality, including through mechanisms for skills anticipation, adaptation of curricula and the establishment and development of work-based learning systems, including dual learning systems and apprenticeship schemes	32.93	80.30	2.65	8.04
TO10 – Investing in education, training and vocational training for skills and life-long learning	28.30	70.5	1.38	4.87
Grand total Sum (including TO11+TA)	23.30	79.19	0.73	3.14

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Annex: Summary Table – Progress since February 2013

Policy area or approach	Overall have policies/ approaches been strengthened, stayed much the same or been weakened since February 2013 (in the light of the EU Recommendation)?		
	Stronger	Little Change	Weaker
Governance <ul style="list-style-type: none"> • Multi-dimensional strategy with synergies between policies • Children's rights approach & effective mainstreaming of children's policy and rights • Evidence-based approach • Involvement of relevant stakeholders (including children) 		X X X X	
Access to services <ul style="list-style-type: none"> • Parents' participation in the labour market • Child & family income support 		X	X
Access to resources <ul style="list-style-type: none"> • ECEC • Education • Health • Housing & living environment • Family support & alternative care 		X X X X	
Children's right to participate <ul style="list-style-type: none"> • in play, recreation, sport & cultural activities • in decision making 		X X	
Addressing child poverty and social exclusion in the European Semester		X	
Mobilising relevant EU financial instruments			X

