NATIONAL ACTION PLAN ON SOCIAL INCLUSION OF THE KINGDOM OF SPAIN
2008-2010

Annex V
Information and participation of NGOs for the creation of the NAP/Inclusion

SEE CONTENT
INDEX

Introduction: the National Action Plan on Social Inclusion and the participation of NGOs ........................................ 4

I. NGO PARTICIPATION QUESTIONNAIRE .................................................................................................................. 5

1. The design and objectives of the follow-up and assessment questionnaire of the NAP/Inclusion ........................................................................................................................................................................ 5

2. Features of the NGOs ................................................................................................................................................... 6
   2.1 General data on entities ............................................................................................................................................. 6
   2.2 Participation in Networks .......................................................................................................................................... 7

3. Data on the knowledge about the NAP/Inclusion in NGOs ......................................................................................... 9

4. Assessment of the main objectives of the NAP/Inclusion ............................................................................................. 11
   4.1 Assessment of objective: Promoting Access to Employment for People in a situation or at risk of Social Exclusion ................................................................................................................................. 11
   4.2 Assessment of objective: Guarantee for Minimum Financial Resources ................................................................ 15
   4.3 Assessment of objective: Reaching Equitable Education ........................................................................................ 17
   4.4 Assessment of objective: Support to the Social Integration of Immigrants ............................................................ 19
   4.5 Assessment of objective: Guaranteeing Assistance of Dependant People ............................................................ 21

5. Assessment of Other Measures to Access Resources, Rights and Services ................................................................. 22
   5.1 Assessment of the Health Area .................................................................................................................................. 22
   5.2 Assessment of the Social Services Area .................................................................................................................. 24
   5.3 Assessment of the Housing Area ............................................................................................................................ 26
   5.4 Assessment of the inclusion in the Information Society Area ............................................................................. 28

6. Assessment of Actions in favour of People in a Situation of Great Vulnerability ......................................................... 32
   6.1 Assessment of Actions in favour of Elderly People .................................................................................................. 32
   6.2 Assessment of Actions in favour of Disabled People .................................................................................................. 34
   6.3 Assessment of Actions in favour of Women ............................................................................................................. 36
   6.4 Assessment of Actions regarding Prostitution ......................................................................................................... 38
   6.5 Assessment of Actions in favour of the Young .......................................................................................................... 39
   6.6 Assessment of Actions in favour of Infants ................................................................................................................ 41
   6.7 Assessment of Actions in favour of Families ............................................................................................................ 43
   6.8 Assessment of Actions in favour of the Spanish Gypsy Population .................................................................... 45
   6.9 Assessment of the Actions in favour of Homeless People ........................................................................................ 46
   6.10 Assessment of Actions in favour of Convicts and Ex-convicts ........................................................................ 48
   6.11 Assessment of Actions in favour of Drug-addicts .................................................................................................. 50
   6.12 Assessment of Actions in favour of People with HIV or AIDS ........................................................................ 51

7. General Proposals and Conclusions .......................................................................................................................... 52

8. Organisations participating in the study ....................................................................................................................... 55

II. SEMINAR WITH NGOS FOR NATIONAL ACTION PLANS ON SOCIAL INCLUSION: ASSESSMENT AND PROPOSALS .................................................................................................................. 57
   1. Objective of the Seminar ............................................................................................................................................. 57
   2. The Seminar ............................................................................................................................................................. 57
3. Conclusions Workshop 1.- Access to employment. Active social inclusion. .......................... 57
4. Conclusions Workshop 2.- Access to rights and services required for social participation.......... 58
5. Conclusions Workshop 3.- Governance and mobilisation of actors............................................. 62

III. PROPOSAL OF THE GROUP FOR SOCIAL INCLUSION AND EMPLOYMENT OF THE NATIONAL COUNCIL FOR SOCIAL ACTION NGOs................................................................. 65
Introduction: the National Action Plan on Social Inclusion and the participation of NGOs

Since the Lisbon Summit, the mobilization of all social actors in the fight against exclusion has been one of the main objectives of the European Strategy for Social Inclusion. This line of action was reflected in the National Action Plan on Social Inclusion 2006-2008 (NAP/Inclusion), in its chapter 4 on Governance, where it highlighted the importance awarded to the collaboration with different social agents at various stages of creation, follow-up and assessment.

The document focused on the main role played by the Third Sector - more specifically by the social action NGOs - in the fight against social exclusion and in providing direct services to the most excluded ones. Along the same lines, it referred to the acknowledgement of the NGOs as proactive agents for the inclusion through the National Council for Social Action NGOs and the Working Group on Social Inclusion and Employment, created within this field, with the aim of participating in the creation, follow-up and assessment of the NAP/Inclusion.

In the same way that the contributions of the Working Group on Inclusion and Employment were taken into consideration when making the NAP/Inclusion 2006-2008, now we have reached the follow-up and assessment stage, and it is also important to gather information on the valuation of the Plan that now concludes. As it has been done before, the Working Group believed it would be important to expand this possibility of expressing an opinion to the whole group of NGOs working in the field of social exclusion, thus choosing to make an assessment questionnaire where they could express their comments, and, at the same time, use the opportunity to request proposals to be included in the National Plan for Social Inclusion 2008-2010, which was being made at the time.

The questionnaire was made within the Working Group based on the one sent to assess the NAP/Inclusion 2005-2006, with the subsequent modifications to adapt it to the new needs and achieve higher levels of participation. As an added feature, the idea was that the results could be used as a work document of the Seminar programmed to assess the NAP/Inclusion 2006-2008 by the whole social action NGO group, which is a measure included in the NAP, in its section on Monitoring and Evaluation, within the ‘Governance’ section.

The questionnaire was sent to the NGOs together with a letter that had been jointly signed by the Ministry of Work and Social Affairs and the EAPN Spain1, requesting collaboration and explaining the objectives.

The final aim of this request process has been to favour the participation of Social Action NGOs in the creation, follow-up and assessment of the NAP/Inclusion, as suggested in the European Strategy for Social Inclusion.

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1 European Network against Poverty and Social Exclusion.
The present document is therefore comprised of three parts. The first one gathers the results of the request made to the NGOs involved in social inclusion processes, as well as the results obtained. The second part includes the Seminar organisation process, as well as the proposals extracted. The third part includes the proposal for measures that the Working Group on Inclusion and Employment made as the result of the conclusions extracted from the Seminar debates to the plenary of the National Council for Social Action NGOs, so that this organisation could study them and, once approved, they could be added to the new NAP/Inclusion.

I. NGO PARTICIPATION QUESTIONNAIRE

1. The design and objectives of the follow-up and assessment questionnaire of the NAP/Inclusion

The questionnaire was sent via e-mail to about 500 NGOs that are currently working in the social action field, in order to gather opinions on the measures included in the National Action Plan on Social Inclusion 2006-2008 and assess their level of efficiency. Organisations were also asked for their opinion on the measures that the new NAP/Inclusion 2008-2010 should include, also requesting information about the NGO activities, as well as the most severe issues their reference groups have to face.

The list of Organisations was made based on data from social action Entities who applied for the financial aids financed through Personal Income Tax\(^2\) in the year 2007, so that they could represent the programmes that are currently being carried out, as well as ensure previous knowledge on the social exclusion process and the groups affected.

The main purpose of the study has not been to obtain quantitative data, but rather qualitative ones, although a first set of questions has been designed to gather information about the activities and target groups the NGOs are more devoted to. There is also another section to get to know the extent to which these organisations are familiar with the NAP/Inclusion and the European Strategy for Social Inclusion, as well as to know their opinion about the document and its repercussions.

Specific sections have been added to gather data on employment, income guarantee, education, health, housing, exclusion in rural areas, access to new technologies, the elderly, the disabled, dependant people, women, prostitution, the young, children, family, the gypsy community, immigrants, prison population and ex-prison population, the homeless, drug addicts and HIV positive people; that is to say, the main areas included in the NAP/Inclusion. Each one of them requests information about their current state and the new demands, the assessment of the measures of the Plan 2006-2008 that is to end now, as well as the measures proposed for the NAP/Inclusion 2008-2010. In addition to this, each Entity is

\(^2\) ORDER TAS/1051/2007, of 18 April, establishing the basic regulations and summoning the granting of aids to create cooperation and social volunteer work programmes, on account of Personal Income Tax.
asked to make a short summary of the specific activities or action programmes it is devoted to.

The questionnaire ends with a section for the general valuation of the NAP/Inclusion 2006-2008, where the idea is also to obtain proposals for the new Plan 2008-2010.

Once the objectives and the questionnaire design have been explained, we shall present the conclusions.

2. Features of the NGOs

2.1 General data on entities

Out of the 50 questionnaires received we have extracted valuable information about specific problems NGOs have to face every day, as well as the reality of the excluded groups they are permanently in touch with and where they place their efforts.

One of the first conclusions drawn from the data received is that most NGOs that answered the questionnaire, 82% of them work in the national area, but only 13% of them work in the regional area, and 5% in the local one, as shown in the graph.

In the questionnaire they were asked to state what activities they focused more on. It is to be said that NGOs had the option of marking different options as, even though their work is usually focused on one main activity, the multi-casual nature of social exclusion makes it necessary to design actions aimed at other social fields related to them in order to achieve the main objective.

In general, given the data obtained, we can see that the reference organisations focus more on making society aware of the problems present in their reference groups, 17%; on training and employment (an aspect considered of greater importance), 14%; on rights protection, 14%; and on social company and development, 12%. They also deal, although to a lesser extent, with health issues, 10%; education, 9%; and social housing, 7%.

Regarding the groups these organisations work with, the results are as follows, always bearing in mind that several groups could be marked at the same time:
As we can see, children and young people, immigrants, families and women are the groups NGOs pay more attention to, probably because they are the largest groups in our society.

NGOs were also asked whether the people who were the target of social inclusion took part in the decision-making bodies of their entity. In accordance with the data obtained, only 31% of the organisations gave a positive answer, so there is a considerable majority, 67%, where the people in question do not take part in the design and organisation of the inclusion actions, as we can see in the graph.

### 2.2 Participation in Networks

Approximately half of the Organisations who answered the questionnaire belong to an external organisational structure, that is to say, 54% of them belong to some sort of network, whether at a local, regional, national or European level, whose aim is to fight against social exclusion. Some of the networks are:
European networks:

- European anti-poverty network (EAPN)
- European Euroregion
- European network of insertion companies
- SYSDEM Network of the European Observatory for Employment
- European network for gender and employment
- European network for gender and social inclusion
- Peer Review programme for the analysis and exchange of experiences regarding social and employment policies
- COFACE

State networks:

- Cooperative Action towards Sustainable Employment-ACORDES
- Company association for citizen services
- Spanish committee of representatives for disabled people
- Spanish confederation of organisations in favour of mentally-handicapped people
- State coordinator of Social Action NGOs
- SIDA-CESIDA State Coordinator
- EAPN-Spain
- Enred-PSH
- FEATSA-Spain
- ECOM Federation
- Spanish Federation of Insertion Companies
- ONCE Foundation for the cooperation and social integration of disabled people
- Asylum, gender, age and diversity group
- NGO Platform for Social Action
- Childhood organisation platform
- Northern homeless platform
- Spanish volunteer platform
- Acoge network-federation of pro-immigration associations
- Community network for HIV/AIDS of the Spanish State - RED 2002
- Spanish network against People Smuggling
- Spanish inter-generational network
- Work group networks in the housing field
- National union for family associations

Regional networks:

- Business association for the social initiative of Catalunya
- Catalan foundations coordinator
- Coordinator of associations to fights against AIDS in the Community of Valencia
- Castilla-León federation for insertion companies
- Volunteer federation of Madrid
- NGO federation of Madrid
- Psychosocial intervention group with asylum seekers and refugees
- Volunteer social action coordinator of Aragón
- Catalan pro-mentally handicapped federation
- Childhood rights observatory of Catalunya
- Network of centres for the assistance of gender violence victims and women at risk of social exclusion
- Mothers’ network
- Network of entities for social inclusion in Aragón
- Network of inclusion homes in Cataluña
- Third social sector round table in Catalunya
- Round table for childhood and adolescence in Cataluña (TIAC)

Local networks:

- Citizen network of entities for leisure and free time and activities for the disabled
- Local technical forum of the Town Hall of Madrid
- Round table on neighbourliness in the district of Chamberí in Madrid
- Mental health and social exclusion
- Sevilian NGO federation
- Barcelona for social action
- Local technical forum
- I.C.E. Betel
- Round table on homeless people of Seville
- Network of socially-aware businesses of Madrid-Sur

There are 8 European networks, 23 state networks, 16 regional networks and 10 local networks, which represent a high level of inter-organisational coordination amongst Spanish NGOs.

3. Data on the knowledge about the NAP/Inclusion in NGOs

The design of the questionnaire includes a set of questions that focus on assessing the knowledge that NGOs have about the National Action Plan on Social Inclusion 2006-2008, as well as the European Strategy for Social Inclusion. In reference to the case of the NAP/Inclusion 2006-2008, 67% of the Organisations are aware of it; the same figure says they

![NGOs that know about the European Strategy for Social Inclusion and the NAP 2006-2008](chart1)

![NGOs who know about the objectives and measures of the NAP](chart2)
know about the European Strategy for Social Inclusion (see graph). It is not surprising to see a certain coincidence in the data, as the NAP/Inclusion is the reflection of this Strategy on a national level, and both are a part of the same work process.

Percentages go down slowly, although data also coincide when we intend to find out the level of knowledge the Organisations have in relation to the specific objectives and measures included in the NAP/Inclusion 2006-2008. In this case the percentage of positive answers went down to 63%, where 35% of the percentage of organisations did not know about the objectives and measures of the NAP/Inclusion.

Nevertheless, percentages rise considerably when we analyse the knowledge of economic resources associated to the NAP/Inclusion 2006-2008, that is to say, the budget. In this case the number is higher, although there is not much of a difference between those organisations who did not know about these resources, 50%, and those who did have information about them, 48%.

When asked about the impact of the NAP/Inclusion 2006-2008 in their entity, 45% of NGOs replied that it had been positive, against 38% who did not think it was noticeable, that is to say, they did not perceive any repercussions in their daily work. For this question, it is the first time we can see an important percentage of Organisations that are not answering the question, which in this case is 17% of the people surveyed.

It is important to take into consideration that it would not be coherent for those Organisations who do not know about the NAP/Inclusion 2006-2008 to make a positive assessment of its repercussion for their entity. Therefore, and based on the percentage of organisations who assure they have some knowledge about them, 67%, and the percentage of positive assessment, 45%, we could say that, out of those who do know about it, 67% make a positive assessment, against 33%, who believe it has not affected their organisation.

The questionnaire also included an item to check the assessment made by the NGOs on the repercussions of the objectives and measures of this plan on the reduction of
social exclusion. The general assessment is very positive, as 46% believes, which is an important percentage; however, 31% does not seem to think that the measures added to the NAP/Inclusion 2006-2008 have made a substantial change in the reality of social exclusion. On the other hand, the percentage of Organisations who have not answered the question is quite large, 23%, especially if compared to those obtained in previous questions. This seems to show that even though NGOs make a positive assessment of the existence of the NAP/Inclusion, there are also many Organisations that cannot see a direct connection between the measures it includes and the effective reduction of social exclusion.

4. Assessment of the main objectives of the NAP/Inclusion

4.1 Assessment of objective: Promoting Access to Employment for People in a situation or at risk of Social Exclusion

- Identification of new problems and needs

Access to employment is seen by Entities as an essential factor to exit the social exclusion process. Many of them can see important changes in the professional market that are making it even more difficult for the excluded groups to access. More specifically, the demands of the professional market are increasing, alike competition to get a job, especially because the staff required has to be increasingly qualified. Consequently, the posts that can be accessed by excluded groups share the same profile: unstable, low salaries and low qualifications. In addition to this, we still have to bear in mind to what extent the professional market is affected by the financial crisis and, especially, how it affects the excluded groups.

It is also stated that some people will only be able to get a job after a long process of socio-professional insertion and that the only option to manage this is by participating in an Insertion Company that will allow them to gradually acquire the habits, training and experience, following a personalised itinerary. They believe there is a lack of effective aids in the Insertion Company, thus requiring support from administration and various incentives. Some organisations state the need to have social clauses and tutor-based markets so that insertion companies can survive in an increasingly competitive market.

It is important to note that there are groups, such as AIDS victims, who are severely ill, and will therefore not be able to have a regular job. We have another example in homeless people, who do not have the basic abilities to enter the professional world, and many of them have mental problems due to a long-lasting addiction. In any case, it is necessary to establish action priorities. First, we have to solve basic needs, such as food, clothing and accommodation, and then deal with socio-professional integration.

In the case of immigrants, work conditions are specially complicated and they usually only get temporary and badly-paid jobs, thus suffering from abuse and exploitation, especially when there are not living in fully legal terms. In sectors like construction and domestic help, they can even become semi-slaves. There is an increasing flow of immigrant women working.
in homes without a contract or without becoming registered in the social security system. They therefore demand the legalisation of immigrants.

On the other hand, we can see that working hours are very long, so these people have no time to improve their professional qualifications.

Ex-convicts who have been imprisoned for a long time have a huge gap in their CV that will make it difficult for them to find a job. It is particularly difficult for immigrant people who are ex-convicts once they become free, as, given they have not been regularised, they cannot get a job and therefore become marginalised and more likely to return to the criminal world.

Companies are not sensitive to exclusion, as they are still prejudiced against certain groups. It is also necessary to make different professional sectors aware that the working age does not end at 35-40.

There is still a high percentage of unemployed gypsies and non-declared employment within a family is still popular, generally regarding non-regulated activities and unprotected jobs. This is why the lack of regulations and protection of street vending work is considered as an important problem, as this is what gypsies generally live on.

In general, there is a low activity rate amongst disabled people, and several difficulties are encountered when posts have to be adapted. Specific training programmes are to be established for disabled people so that they can continue with their careers.

Regarding mentally-handicapped people, they are now joined to the group of people with mental disorders, which is increasing, and it also needs support to get a job. People with intellectual disabilities tend to age more quickly, thus not allowing them to work until retirement age.

In the rural environment, there are many factors that make it complicated for young people - and especially women - to access employment. It is always important to focus on new technologies, but in the rural world this type of knowledge becomes essential, as it is an efficient means to combat isolation and access services, even tele-working. For women living in rural areas, it is a good idea to be trained to work looking after dependant people, and they should be supported to get their driving licences.

All Organisations agree that women are still being discriminated regarding access to employment, and that there are other family and social circumstances that negatively affect their inclusion in the professional world such as, for instance, their almost exclusive responsibility over raising the children. Women with children need somewhere to leave them while they are working. Single-parent families are entering greater risk of poverty. It would be advisable to set training programmes that are specifically designed for women, as well as search for new sources of employment.

Many Organisations highlight the fact that – for the professional insertion process to become effective – a greater participation from local administrations in programmes would be
needed, as well as a communication network between the public administrations and NGOs to improve the synergies amongst the actors involved and, therefore, their effectiveness.

- **Important measures in the NAP/Inclusion 2006-2008 and proposals for the NAP/Inclusion 2008-2010**

The measures that are most frequently mentioned by NGOs in the current Plan are as follows, ordered by preference:

- Propose a training, recycling or employment-related action for each young person looking for a job within the next six months - at the most - from the day they register at the Employment Office. (Measure 6)
- Develop, in collaboration with NGOs, programmes to access employment for people in a situation or at risk of social exclusion. (Measure 16)
- Promote integrated employment programmes aimed at socio-professional insertion for people in a situation or at risk of social exclusion through personalised programmes, including information, counselling, training, follow-up and assessment activities, as well as employment services. (Measure 12)
- Start incentives (within the Law for Integrated Protection Measures against Gender Violence) including, for instance, bonuses for replacement contracts for women who suffer from gender violence, as well as a specific programme for professional insertion. (Measure 3)
- Reform the bonus system for the Social Security fees to promote stable employment, in order to reduce the temporary job rate: (Measure 7)

- **Proposals for the NAP/Inclusion 2008-2010**

Regarding the proposals to be included in the new Plan 2008-2010, a common demand is the need to look for stable financing methods to develop integrated employment programmes that allow to complete the full insertion itinerary and are not subjected to temporary aids.

It is also requested that incentives be set to recruit excluded people, both in public and private companies and for highly vulnerable groups, and that awareness campaigns be launched aimed at these companies and society in general. Other measures are requested to support employment, for instance, social clauses, aids and tutor-based markets, as well as updating the Social Security fee payment system for stable employment, in accordance with the job supply and demand.

It is suggested that certain support measures be set to help insertion companies and NGOs working with these groups, and that the Law on Insertion Companies is complied with in all communities, thus ensuring there is a minimum number of companies per community.

In connection with women, the following actions or measures are proposed:

- Guarantee that divorced women with children get a pension and that failure to pay shall be penalised. A pension fund shall be legally formed, and pensions for children
of single mothers will be awarded. Promote equality in access to employment. Establish positive action measures for women.

- Promote the access of rural women to the labour market, bearing in mind that they work in small companies that cannot deal with the expense of hiring another person while they are on maternity leave or when one of their children gets ill. Such expenses should not affect the company.
- Measures aimed at supporting women who are victims of domestic abuse, from a professional point of view.
- Ensure that women have greater guarantees in employment and a better flexibility so that they can deal with their responsibilities, thus encouraging them to have children.

On the other hand, it is suggested that measures 11, 12 and 16.1 of the NAP/Inclusion 2006-2008 be carried forward, as they favour the recruitment of those groups who encounter greater difficulties to access employment.

It is also important to guarantee compliance with Royal Decree 870/2007, which regulates the employment programme, as a way to promote employment for disabled people in the regular labour market. It would be advisable to design special training programmes for professional re-adaptation of people who have overcome disabilities.

Non-declared employment is to be regularised and self-employment is to be strengthened, especially in the case of gypsies. There is a need to search for means to protect and regulate street vending. Programmes like ACCEDER are requested, as they are adapted to gypsies, in order to help them join the market and become stable.

It is also important to promote the learning of new technologies, especially in the rural world, and link this teaching to general education areas, vocational training, professional training, etc.

It is important to find a strong link between public and private institutions. Community intervention and collaborative work amongst administrations on the net are to be promoted, as well as with NGOs and other organisations in order to cooperate, coordinate efforts and complement actions. It is also necessary to make an effort in terms of training and recycling for professionals working in customer services and dealing with social issues, as well as improve the infrastructures and increase human resources.

- **Actions developed by Entities**

In relation to the actions that are currently being carried out by Entities, most of them have professional counselling services including information on contracts, hours, paperwork for immigrants and visa renewals and legal counselling, establishing individual tutorials and personalised accesses to employment in each case.

Some even offer a replacement list service and job search through the Internet. In some cases they even develop a preliminary informative task aimed at searching for new sources of employment.
Another aspect they work on is the training that generally takes place in workshadowing workshops. These workshops are aimed at different aspects of training, ranging from basic abilities for employment and pre-professional workshops to new technologies. Some NGOs try to cover new needs arising in the labour market, such as training in old people’s care for women living in rural areas.

Others, on the other hand, focus on groups who have special difficulties to access work, such as the hearing impaired, training them and supporting their families, as well as making society aware of the special difficulties they have when it comes to getting a job. Another example is that of gypsies and gypsy immigrants in Spain. In this case, special attention is paid to training, personalised itineraries are set for socio-professional integration and school failure rates are reduced.

In some cases, the NGOs themselves develop insertion companies to complete the socio-professional insertion process. Some examples are special employment centres for intellectually-disabled people, dealing with gardening, clothes-making, industrial manipulation, stationery, etc.

Some NGOs even offer grants for immigrants and ex-supervised children so that they can work part-time and therefore their chances of accessing professional training are not limited. This way they can get more specialised posts, in better conditions.

4.2 Assessment of objective: Guarantee for Minimum Financial Resources

- Identification of new problems and needs

All NGOs answering the questionnaire believe that one of the most important problems is the low amount of minimum insertion income and the fact that they are insufficient regarding coverage, especially in some areas. We must bear in mind that there are still many people who are being paid below the minimum wage.

They also state that the difference between the minimum inter-professional wage paid to these groups and the required financial levels to satisfy basic needs puts these groups on the verge of exclusion. The increase in the standard of living we are currently experiencing makes it more difficult for people with few resources.

In general, all organisations agree that the main problem is that salaries are not high enough to ensure a healthy standard of living. Some groups, such as single-parent families (especially women), widows and retired people with minimum pensions, and families that only live on the minimum inter-professional wage are facing financial problems that will lead them to social exclusion. The number of children also increases severely the risk of poverty in these families.

It is also said that there are people who do not fit into any of the categories to receive financial aids as they are not specifically young, old or have never paid into the social security system, and therefore receive no aids. People with chronic problems and a disability
level below 65% have great difficulties to get a job but they do not get any aids to survive either.

The system makes it impossible to combine some aids with salaries. However, as salaries are too low to survive, people do illegal work or are destined to live in poverty.

In particular, in rural areas retirement pensions are minimal and usually support two people, so they need a supplement to survive but cannot face any extra expenses. The situation seems to get worse when the person who gets the pension dies and the partner - usually the woman - only gets the widow’s pension, most of the time.

Increasing minimum pensions would benefit the system in general, as it would also improve the health of those who receive them.

- **Measures to be highlighted in the NAP/Inclusion 2006-2008**

The measures of the current Plan that are most popular amongst NGOs are as follows, ordered by preference:

- Increase the non-contributory disability and retirement pensions in order to guarantee a standard of living that will cover basic needs. (Measure 3)
- Continue with the increase policy, in real terms, of the minimum inter-professional wage in order to achieve better financial conditions for the least qualified workers, and reach a level of 600 euros/month in 2008, thus preserving a fee above the relative poverty threshold, which increased 5.4% in 2006, and reached 540.90€ a month and 7,572.60€ a year. (Measure 1)
- Increase minimum pensions of the contributory level to an amount above the general pension revaluation, with a 26% growth objective for period 2004-2008. (Measure 2)
- Analyse the measures for their gradual application, allowing for the convergence of the types of contribution between the General Regime and the Special Regime for houseworkers, from the objective of linking the salaries in both regimes (especially, the coverage of professional contingencies and the date when the benefit started for temporary disability). (Measure 9)
- Permanent regulation, instead of an annual one, of the Active Insertion Income, thus establishing it as a subjective right with a contribution to the Social Security in the same conditions as the unemployment benefit, in accordance with sections 218.1 and 4. of the General Law on Social Security. (Measure 10)
- Advance in the establishment of common basic criteria in terms of Minimum Insertion Income and continue with the expansion process and the improvement of the coverage for this benefit. (Measure 12)

- **Proposals for the NAP/Inclusion 2008-2010**

On the other hand, the measures proposed for the new Inclusion Plan agree with the above exposed ones:

- Guarantee minimum income as a subjective right.
- Measures that tend to promote equal opportunities and salaries between men and women, as well as encourage legal recruitment of women living in underground economy as carers or domestic servants. Support to single mothers.
- Combination of the minimum insertion income with irregular work incomes. Flexibilisation of the minimum insertion income criteria and avoid ex-gratia concessions.
- Increase in minimum pensions, especially in the case of widows.
- Extend the unemployment benefit to people over 45.
- Support to families with a lower income, including measures to compensate the cost of supporting the children.

- Actions developed by Entities

It is important to note that there are many needy people who do not even know there are aids to cover their needs. Therefore, NGOs focus on informing and counselling people at risk of exclusion about the possible resources and aids offered by the social protection system in each territory. They also carry out an accompaniment task to deal with the paperwork required to apply for the financial aid.

4.3 Assessment of objective: Reaching Equitable Education

- Identification of new problems and needs

There is a large variety of problems, although we can highlight the following:

Firstly, there is a lack of human, financial and technological means, which makes it incredibly difficult for students of all ages to access quality education. It would be necessary to invest more resources in teachers and teacher training, as well as installations and infrastructure, and especially in new technologies, which would have a very positive effect at all levels, but especially in rural areas.

Universal and free schooling for children aged 0 to 3 is also requested, which would allow for equal access to the educational system and would make it easier for parents to combine their professional and personal lives.

Early school dropout rates are very high, especially for some very specific communities like gypsies and people living in rural areas. It is necessary to train teachers and adapt the teaching methods to reach these children.

We should also ensure that families take an active part in their children’s education, especially in those groups where students tend to drop out early, like gypsies and immigrants.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

These are the most important measures in the NAP/Inclusion 2006-2008:
- Proposals for the NAP/Inclusion 2008-2010

The following measures are proposed for the next NAP/Inclusion 2008-2010:

- Making a universal offer of public nurseries for ages 0 to 3, which would allow, not only for effective integration of children in the educational system, but would also guarantee equal opportunities aside from the situations experienced by families in a situation or at risk of social exclusion.
- In addition to this, it would enable a more successful combination of professional and family lives, with special benefits for women.
- Ensure a service offer strengthening the prevention of school failure and guaranteeing higher rates of secondary school education completion through, for instance, the PROA Plan.
- Improve the professional qualification offer, making it more attractive for all students.
- Boost the access, teaching and suitable management of the new Information and Communication Technologies, especially in rural areas.

- Actions developed by Entities

Organisations focus on guiding families about the schooling of their underage children, especially immigrants, as well as on programmes to make families closer to schools.
They also provide information for teachers with students who have special needs (the hearing impaired, for instance), training programmes are designed and the number of special education classrooms is increased.

Some Organisations have day centres to help children from underprivileged groups and special centres for students at a high risk of school failure and absenteeism.

There are also basic and vocational education courses for groups in a situation or at risk of social exclusion, and social guarantee courses are carried out. A huge emphasis is placed on pre-professional training and courses for women in rural areas.

4.4 Assessment of objective: Support to the Social Integration of Immigrants

- Identification of new problems and needs

There is an agreement in that immigration policies do not include enough social integration mechanisms for immigrants.

The difficulty in all the paperwork to regularise their legal state and the lack of homogeneity and information about the steps to be taken are factors that certainly do not help this group become integrated. The only way for regularisation is social root, which leaves immigrants for at least 3 years in a state of disadvantage and precariousness. During this time, immigrants must work under very irregular conditions, accepting very long hours and salaries well below the minimum. The also have to live in flats with many other immigrants, paying high rents and abusive deposits, etc. Authorisations for family regroupings have been drastically reduced, so they cannot regulate their social and solidarity ties.

Immigration in Spain is mainly economic and immigrants reaching the country are basically looking for a job, so socio-professional measures for social integration are to be promoted.

Measures are to be taken to prevent racism and xenophobia, which are increasing in our society. The attitude of the media influences this fact, as they deal with immigration in a very unrealistic and exaggerate way, thus causing social alarm.

Another factor behind exclusion is the lack of opportunities for immigrants to participate in politics. Participation is also another factor towards integration.

An important progress has been made, for instance, by passing Organic Law 4/2000, of 11th January, on the rights and freedom of immigrants in Spain and their social integration, which allowed for access to health services for those immigrants who were registered. However, there is still a high number of immigrants with problems to register, and so they are still excluded from the system. In addition, there are immigrants who do not know they can get a health card through registration, and others find other types of obstacles that make it difficult for them to access the health service. Learning about these barriers and what kind of people they affect can help identify which aspects can be improved and how to create strategies that will help overcome the situation.
Integration is to be understood as a process of mutual adaptation affecting all areas of Spanish society. That is why it is important to cross-incorporate those matters regarding immigrant integration in all relevant public policies. Special support is to be given to those who have just arrived so that they can establish mixed networks for social support to favour their social and cultural integration, as well as offer them legal counselling and more cultural mediators to strengthen their adaptation.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

All measures included in the NAP/Inclusion 2006-2008 on immigration have been considered relevant by Organisations.

- Proposals for the NAP/Inclusion 2008-2010

The proposals for the NAP/Inclusion 2008-2010 are as follows:

- Start actions to promote equal treatment and no discrimination for racial or ethnical reasons: creation of the observatory for equal treatment and non-discrimination for racial or ethnical reasons. Prevention of xenophobic behaviour from the local population and the media through awareness campaigns.
- Develop integration actions in favour of immigrants through action plans in the communities and local corporations. Boost co-development actions and programmes linking immigrants to their communities of origin and providing them with technical and financial support.
- Help them to find a house.
- Analyse and study the social integration processes regarding immigration and promote the training of professionals in terms of cultural intermediation. Favour the access of immigrants to vocational training actions and the self-employment support programme.
- Contribute to strengthen immigrant associations. Creation of ‘godparent’ entities to strengthen these associations.
- Emphasise gender mainstreaming in immigrant integration policies.
- Guarantee equality and ensure equal access to health services, bearing in mind the needs and resources available. Identify, assess and deal with the health problems of those people who are marginalised.

- Actions developed by Entities

In general, the actions carried out by entities are aimed towards awareness programmes and the promotion of participation, neighbourliness and volunteer work, as well as favouring the professional integration of young immigrants. They offer public services, legal, social and professional counselling, and intercultural mediators.

They also play an important role in training with extracurricular educational programmes, Spanish courses and pre-professional training. The aim is to achieve integration by learning the language and culture of the target country, also through professional insertion, promoting and strengthening immigrant associations.
Some organisations have temporary shelters and clothing services, also carrying out intermediation tasks to access housing.

There are also services for young tutored people and ex-supervised immigrants to work in their process of emancipation, including micro-loans and grants, which are mainly conceived to face housing, training and health expenses.

4.5 Assessment of objective: Guaranteeing Assistance of Dependant People

- Identification of new problems and needs

There is a lack of support towards care families, as well as social isolation for both the dependent person and his/her carers, who are normally women over 50, therefore making them stay at home and lead to family problems caused by tension. Financial resources are requested, as well as technical and human means to compensate this state.

We can see the need to speed up the paperwork to access the National System of Assistance for Dependent People and guarantee the access to the most suitable resources for each specific case, and, whenever possible, letting the dependent person stay at his/her home, thus supporting the care families. It is important to provide adequate means and psychosocial support to informal carers.

It is important to note that people with mental disabilities are included in the Law on Assistance for Dependent People. These people are at risk of being excluded from the System if they are not assessed correctly, given it is an invisible handicap that may have ups and downs.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

In the NAP/Inclusion 2006-2008, we can highlight the passing of the Law on the Promotion of Personal Autonomy and Attention to Dependent People (Measure 1), as well as the development of programmes to support families in collaboration with NGOs (Measure 6), providing tele-training to non-professional carers (Measure 5) and the development of the Integrated Plan of services provided to under threes with severe disabilities (Measure 3).

- Proposals for the NAP/Inclusion 2008-2010

In the new Plan, it is important to include the following measures:

- Greater implementation of the Dependency Law.
- Create training centres for carers.
- Assess and look after mentally-handicapped people.

- Actions developed by Entities

According to the questionnaires, the Entities are mainly devoted to providing integrated care for dependent people and their families, thus giving them the care they need in terms of
cognitive stimulation, information, counselling, training and family relief. They also carry out training courses for family carers and create documentation and guides for them. On the other hand, these actions are complemented with promotion actions of the Law on the Promotion of Personal Autonomy and Attention to Dependent People, as well as training on the difficulties and opportunities offered by the Law for dependent people and their families.

5. Assessment of Other Measures to Access Resources, Rights and Services

5.1 Assessment of the Health Area

- Identification of new problems and needs

According to the Entities, the greatest problems are connected with the barriers to access health services, especially when people do not have a health card. This problem affects immigrants, as well as many people in a situation or at risk of social exclusion. In accordance with research presented by Médicos del Mundo before the Ministry of Health and Consumer Affairs about the access to health for the population in a situation or at risk of social exclusion, 40% of these people did not have the health card. Another of the problems is connected with prevention and the lack of healthy habits. It is necessary to act and develop the service offer of the National Health Service in terms of reproductive, sexual and mother-child health.

The worst problems for immigrants are the obstacles to get the health card, which is aggravated by a lack of knowledge of the language and the steps required to get this card. There is also a lack of specialised personnel in public services to help these people, who suffer from severe psychological problems derived from their experience as refugees or asylum seekers.

The lack of attention paid to mental health is another problem. There is not enough qualified personnel or resources to carry out a personalised continuous treatment. The lacks in the system lead to a worse quality of life for people, thus increasing the risk of social exclusion.

Regarding drug addiction, first consumption is done at earlier ages, and young people become easily addicted to toxic substances, including tobacco. We miss greater coordination between the attention and follow-up centres and health centres. This lack of coordination leads to a fragmentation of the treatment for drug addicts, as well as a scattering of resources for assistance.

We can see specific problems in the gypsy community to access the public health service, such as late assistance, inconsistent medical treatment, lack of information and trust towards the health system. We can see the need to have mediation elements between the health system and the gypsy community.
In the case of homeless people, there must be a better access for early rehabilitation resources that will help towards early intervention, reduce the crowds to get primary resources and implement a community service for people with chronic illnesses.

Regarding the new needs found, they refer to a need to improve prevention and education about healthy habits, eating, hygiene, prevention of illnesses and vaccination, thus avoiding the return of illnesses that were once eliminated. There is a need to improve the training of the mediators looking after needy people and the training of medical staff regarding special needs.

It is to be said that rural areas suffer from all these problems but they are worsened by a huge geographical scattering and the difficulty in accessing health centres.

**- Measures to be highlighted in the NAP/Inclusion 2006-2008**

Basically all measures are to be pointed out in the NAP/Inclusion 2006-2008, especially the following:

- Develop actions for protection and development of a better health and healthy habits. (Measure 2)
- Promote equity, boosting health policies based on the best practices for the people in the worst conditions. (Measure 4)
- Develop specific actions aimed at certain groups who are specially vulnerable. (Measure 6)

**- Proposals for the NAP/Inclusion 2008-2010**

The main proposals for the NAP/Inclusion 2008-2010 are as follows:

- Propose and boost the development of aids to cover certain health expenses for people with special needs.
- Promote social-medical coordination: coordination between primary care professionals and people living in alternative accommodation.
- Guarantee access to health services for all those people in a situation or at risk of social exclusion.
- Create a specific plan including access, availability and an updated offer of services and reproductive and sexual health products, which are publicly financed, including the entire range of birth control and abortion methods.
- Establish a specific intervention protocol for people working in prostitution.
- Boost and increase the number of health centres, which must be provided with enough technical and professional means in rural areas, as well as guarantee a transportation system that will allow for access.
- Support, promote and develop actions for the implementation of the mental health strategy, especially those affecting the battle against the stigma, and actions for rehabilitation and support of an independent life (employment, housing and social integration).
- Provide free medication for people without enough financial resources.
- Update the orthopaedic common services of the National Health Service in order to
  offer a wider range of hearing aids for people over 16, and increase the benefits.

- Improve training in terms of special needs attention in the field of health assistance.
  Adapt technical materials to diversity and create information and awareness campaigns.

- Create intervention programmes for gypsies in the field of health, aimed at prevention.

- **Actions developed by Entities**

In general, entities aim at the guidance and counselling of homeless people, drug addicts, immigrants and gypsies, promoting prevention, treatment and healthy habits. In order to do this there are permanent centres and mobile units, as well as workshops to train health mediators. They also offer psychosocial support services and medical-health care at home for disabled people.

Some Organisations manage therapeutic communities for drug addicts and shelter centres for prison population who are HIV positive and on probation. Others develop programmes for women who belong to vulnerable groups requesting abortion, thus providing them with socio-economic aids.

Most of them offer activities focusing on preventive health information, such as conferences and talks informing about, for instance, dental hygiene, drug addiction and prevention, and early attention to hearing problems in children. They also make guides and health brochures (about the gypsy community, for instance) for the medical staff.

Some Organisations have signed agreements with universities to develop research programmes about communication in health services and intellectual disabilities and ageing.

### 5.2 Assessment of the Social Services Area

- **Identification of new problems and needs**

There are several problems affecting social services, and so they have been criticised. In any case, the worst problem is the increase of poverty, indigence and marginalisation. Local social services are not working properly. A suitable communication network to boost the existing resources and a service map for each regional community are required. Good practices are not effectively promoted, so they do not expand properly.

In rural areas the biggest problem is the geographical scattering of the population, thus making it difficult to distribute the information and to access social services, especially for some groups such as the homeless, the elderly, immigrants, prison population, etc. The rural population does not know about how to use social services, the aids they can have and how to make the most of them.
The difficulties immigrants have to register are increasing, and it is a requirement to access social, health and educational resources. They do not know about the paperwork needed, which is added to the obstacle posed by local boards, and this can leave immigrants without any social coverage. For the same reasons, they also find it difficult to obtain a social report for the residence and work cards for social rooting.

Another problem is the distance between social services and users. They see social services as a right rather than a support, thus creating a bad relationship, although once accepted there is a certain tendency to depend on social services too much.

In addition to this, there is the difficulty in accessing social services and the scarce number of centres to cope with the demand. The budget for aids, grants or rental fees is also low. Professionals are to recycle their knowledge to adapt to the new social reality and new user profiles.

The following needs have been found:

- Create new social service centres, improve information and access, and broaden opening times. Eliminate overcrowding and waiting lists for basic social services.
- New resources for people with special needs, including temporary stays for special cases. Multi-professional itinerant equipment for people who cannot access the system.
- The lack of specialised social services for ex-convicts.
- Greater knowledge about the gypsy community on behalf of the social service workers.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

Out of the NAP/Inclusion 2006-2008 measures, they mention the following:

- Develop projects with local corporations to carry out integrated social intervention programmes in order to end poverty. Integrated programmes for people in a situation or at risk of social exclusion. Integrated programmes developed in rural areas and vulnerable rural areas in collaboration with NGOs. (Measure 2)
- Guarantee access for everyone to basic social services through the maintenance of a basic network of social services, developing an equipment network providing real and suitable services to cover for the new social needs, preventing marginalisation and helping towards social inclusion, and advancing in the implementation of the System for the Information of Social Service Users. (Measure 1)
- Carry out studies in order to create a Social Service Catalogue for primary healthcare that can be used as a common reference, shared between the General State Administration, the Regional Communities and Local Corporations. (Measure 4)

- Proposals for the NAP/Inclusion 2008-2010

The following important proposals are mentioned for the NAP/Inclusion 2008-2010
- Maintain and improve the institutional coordination systems with other areas of social protection and establish derivation protocols towards private collaborative entities. Promote a broader social service network in rural areas. Include quality criteria.
- Expansion of resources and staff. Compulsory vocational training about new social conditions. Promotion of community intervention and strengthening of teamwork as a means of intervention.
- Exchange of the experiences developed by different social agents working for the social inclusion of these people. Boost research about the level of access and participation of people in a situation or at risk of exclusion to specialised resources to support integration, and to regular resources.
- Introduce a requirement for the aids and resource regulations: the existence of an Individual Insertion Programme.
- Increase the number and variety of the intervention repair proposals aimed at specific groups that cannot benefit from preventive measures.

- Actions developed by Entities

Most Organisations provide information and counselling services about topics to do with social services and - if necessary - take the person to the corresponding social services. They also carry out mediation and follow-up tasks together with the Social Work Units and they coordinate with social services, especially at a local level.

Another important activity developed is training, leisure and spare time workshops to integrate users in public initiatives aimed at the population in general.

5.3 Assessment of the Housing Area

- Identification of new problems and needs

Access to housing is one of the main problems excluded groups have to deal with, as there are many people who do not have a decent place to live in or live in crowded flats, or else they are constantly moving or even live in the street. But the high prices have made housing a general problem affecting young people, immigrants and divorced women in particular, who are the groups with fewer financial resources. Social changes are affecting the traditional family structure, so single-person homes are increasing, as well as single-parent families, who are groups undergoing a greater risk of social exclusion, as they do not have enough income.

There is a need for sheltered flats and alternative homes for people who would have to live in the street or for those who have some sort of mental or intellectual disability. On the other hand, there are still shanty towns and inferior houses, as well as vertically-developed shanty towns and poorly-equipped homes.
- Measures to be highlighted in the NAP/Inclusion 2006-2008

Special consideration will be taken of the measures included in the NAP/Inclusion 2006-2008 referring to rent (Measure 2), subsidised homes (Measure 4) and elimination of shanty towns (Measure 8), as well as those measures taken with the NGOs (Measures 10, 11 and 12).

- Proposals for the NAP/Inclusion 2008-2010

Here are the proposals for the NAP/Inclusion 2008-2010:

- Provide access to housing for middle-aged people (aged 30-50).
- Encourage, together with NGOs, creation or maintenance programmes for social insertion flats, mediations and accompaniment programmes. Enable the access to social houses for NGOs.
- Creation of flexible loans adapted to needs, with the chance of recovering investment in case of severe dependency, as a reverse financing system.
- Support to rural housing for new inhabitants, young people and women.
- Design home access programmes for ex-supervised people who must emancipate at the age of 18-20 and have no family support.
- Positive actions towards mentally-handicapped people in the concession of subsidised housing and public initiatives towards rent.
- Implementation of a programme to eliminate shanty towns and inferior houses, considering:
  - General policies for inter-institutional cooperation aimed at social cohesion, with commitments at different administrative levels and for the different agents involved.
  - Final - not temporary - solutions.
  - Connection with broader measures for social exclusion.
  - Act with a general relocation model and deal with peculiarities.
  - Relocate in normalised houses and an integrating habitat.
  - Participate and commit population to the purpose of relocation.
- Deal with the use of empty or second-hand houses and create financing systems to purchase used houses as an alternative to the construction of public development buildings.
- Reservation of houses in new developments for public management, in order to give them a social use.
- Establish a ‘code for use’ setting individual rules (occupation, maintenance) and community rules within the building.
- Social and educational intervention to be added in the entire residential operation with a social content.

- Actions developed by Entities

Organisations are making an effort to inform, counsel and mediate so that excluded groups can access homes. They use mechanisms such as establishing multi-risk and unpayment insurance and the collaboration with public rental agencies.
On the other hand, they have supervised flats for people in the worst conditions and they promote the creation of associations for the purchase of subsidised dwellings for groups at risk of social exclusion.

Several NGOs participate in the development of local and regional initiatives aimed at eliminating shanty towns and inferior houses through disperse relocation and family education, before and after relocation.

There are also specific projects such as the edition and promotion of maps of gypsy dwellings and communities, as well as the permanent observatory for the evolution of gypsy dwellings and communities.

5.4 Assessment of the inclusion in the Information Society Area

- Identification of new problems and needs

The groups with the greatest lacks in the knowledge of information and communication technologies (ICTs) are, according to entities, immigrants, the elderly and women. Some people are reluctant to learn new things and others have problems to access technology due to the expensive hardware and connections. There is a greater digital gap affecting the poorest people.

The excessive cost of the Internet and computers makes it impossible for families with low income to access the Net. There is a lack of a greater vision of what ICTs mean and their social use.

On the other hand, disabled people do not know enough about ICTs, except for mobile phones. However, technology could improve the access of many of these groups to audiovisual and communication means.

Access of the rural population to these services must be guarantee in the same way it is done for the rest of the population. The fact that there is no broadband in rural areas and the lack of continuity in mobile phone access are the initial problems. Then add the scarce training in computer literacy of the population of all age groups in rural areas.

People are gaining awareness of the fact that the exclusion of ICTs has become a factor of social exclusion and general technological literacy is necessary in general. Training in new technologies has a great repercussion on access to employment, as there is an increasing demand for knowledge in new technologies.

On the other hand, it is necessary to increase the number of computer-literacy campaigns for NGO professionals and users of other social entities, as well as help towards the acquisition of computer systems and make connections cheaper. There is not enough equipment in NGOs to provide adequate and adapted information. There are no adapted materials, shared spaced for underprivileged groups or places to check information from public administrations and public and private organisations.
On the other hand, technological consumption is increasing. There is an increasing imbalance between the creation of new technologies and the training of people. Sometimes technologies are too sophisticated. More accessible and easy-to-use technologies are required.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

The following measures can be pointed out from the NAP/Inclusion 2006-2008:

- Inclusion in the Information Society of elderly and disabled people by providing development aids for the pilot actions and the strengthening of adequately-equipped centres to cover the needs of these groups (Measure 1.1)
- Boosting of Telecentres as a means of promotion, approach and service supply to citizens (Measure 1.4).
- Develop, together with NGOs, programmes to help with the access to new information and communication technologies for people in a situation or at risk of social exclusion (Measure 2).
- Help with the necessary investment to expand the broadband service in rural and isolated areas in cooperation with Regional and Local Entities (Measure 4).

- Proposals for the NAP/Inclusion 2008-2010

These are the main measures proposed for the NAP/Inclusion 2008-2010:

- Promote the inter-generational dialogue so that new generations can help train adults and elderly people.
- Promote, support and finance the access to new technologies at schools. Modernise the school and recycle teacher training,
- Regulation of ICTs as a common positive and not a profit-making activity.
- Ensure accessibility for hearing-impaired people to audiovisual means through subtitling.
- Create, in different social service centres, spaces with computers to teach users how to use new technologies. Reach rural areas in particular.
- Make young people closer to new technologies, from games to management tools and then to formal education.
- Promote and support the access to new technologies for families. Finance the purchase of computer systems and Internet connections.

- Actions developed by Entities

Most Organisations have computer rooms and cross-sector modules for computer training, as well as the required adapted tools. They carry out projects to make young immigrants, women and groups in worse conditions closer to new technologies and thus make them join and stay in the information society. There are also social insertion plans in rural areas through ICTs.
Some of them have itinerant equipments for the promotion of free software and many have their own webpage.

They take part in the AVANZA Plan through collaboration agreements with entities who work in psychosocial rehabilitation. For instance, developing programmes for mentally-ill people including information in ICTs and a page for specialised access.

Some NGOs have made agreements with different telephone companies to provide access to communication via mobile phones for people with hearing aids, as well as to provide compatibility between the phones and the aids. The objective is to make companies aware of the need to develop hardware adapted to disabilities. There is also a video collection of subtitled material for the hearing impaired.

5.5 Assessment of Territorial Actions in the Rural Area

- Identification of new problems and needs

For all Organisations, the main problem is that most towns with less than 1,000 inhabitants are becoming deserted, and the rate of elderly people surpasses 33%, where 50% of the population is over the age of 50. Qualified inhabitants do not stay in the rural areas and look for job opportunities in other places, due to the lack of stability and low salaries. We must then add the high unemployment rate, especially amongst young people and women, as well as the difficulty to access new technologies, which makes these people even more isolated.

The depopulation of rural areas also affects the reduction of resources for training in all fields. No training courses are offered due to a low level of attendance, thus depriving young people, women and unemployed adults of the opportunity. The idea is to adapt training programmes to the needs of that particular area and its features, thus searching for new job sources, especially for women, and giving access to new technologies through training programmes and the extension of broadband connections.

We must bear in mind the need for attention that elderly and dependent people have, which can be a new job opportunity in rural areas; therefore, training is required for the population so they can supply this demand adequately.

On the other hand, the quality and accessibility of basic public services in rural areas must be increased, as well as educational leisure and free-time activities for young people.

- Measures to be highlighted in the NAP/Inclusion 2006-2008 and proposals for the NAP/Inclusion 2008-2010

The following measures are highlighted and studied in the Plan:

- Increase the number of broadband tele-centres and provide staff.
- Improve training and implement à la carte training.
- Support NGOs working in these areas.
- Provide multi-function equipments in villages and improve the existing equipment.
- Create basic units to care for dependent people, making measures more flexible and adapting them to the specificity of rural areas.

**- Actions developed by Entities**

NGOs are carrying out joint work with town halls to lead short courses to educate elderly and disabled people in rural areas. There are also programmes for social guarantee, labour insertion, support to new inhabitants and care for people with special needs such as women, young people and elderly people.

**5.6 Assessment of Territorial Actions in Urban Areas**

**- Identification of new problems and needs**

Questionnaires reflect the many problems affecting the area but, in general, many coincide in aspects such as the difficulty in accessing basic housing that will allow to establish a core of significant relationships and an increasing decay in the settling conditions of the immigrant population. Some Organisations state that in society and authorities there is fear of indifference when it comes to confronting the situation of people living in the street. They believe there is a risk of maladjustment and social conflict amongst adolescents.

The lack of personal and social references in certain urban areas make them degraded areas that are difficult to get out of, and where the sale of drugs, crime and prostitution, etc are common activities. There is no access to basic social services, especially amongst immigrants.

We can see the need to use more flexible and personalised methods aimed at the population with specific problems that do not respond to general strategies and measures. We must promote programmes to raise awareness and value education focusing on diversity and muti-culturality.

**- Measures to be highlighted in the NAP/Inclusion 2006-2008**

The most suitable measures, which are distributed throughout the NAP/Inclusion 2006-2008, are as follows:

- Eliminate all shanty towns using relocation programmes.
- Identify good practices in the care of homeless people.
- Start actions to promote equal treatment and no discrimination of a racial or ethnic origin: creation of the Observatory for Equal Treatments and No Discrimination of racial or ethnic origin.
- Develop projects to carry out integrated social intervention programmes to eliminate poverty.
- Train women in rural areas so they can carry out jobs connected with new social services, especially for dependent people.
- Support to small family businesses and self-employment, in order to preserve the population in rural areas.
- Proposals for the NAP/Inclusion 2008-2010

The proposals considered as most important for the new Plan are as follows:

- Carry out research about the structural causes behind the increase in the number of homeless people.
- Improve the governance mechanisms in the NAP/Inclusion 2008-2010, thus providing a greater importance to local Administrations in large cities.
- Awareness and educational actions in favour of social integration of immigrants at a national, regional and local level.
- Take young people and women to rural areas, as they will contribute to their development.
- Support reference centres (social, sports, health, cultural and educational centres) in urban areas that are specially linked to social exclusion.

- Actions developed by Entities

The most important actions have to do with Entities in urban areas and focus on helping towards the creation of associations as a means of cohesion, social integration and self-help. The general objective is to promote citizen participation and the exchange of cultural aspects amongst people of different origins. For instance, the “Timebank” programmes make a significant contribution to the creation and maintenance of live social networks in city neighbourhoods, thus favouring inter-culturality and citizen participation.

They are also carrying out activities aimed at the promotion of health in the most vulnerable population in urban areas.

6. Assessment of Actions in favour of People in a Situation of Great Vulnerability

6.1 Assessment of Actions in favour of Elderly People

- Identification of new problems and needs

Some of the worst problems are a sense of loneliness, abandonment and the lack of social and financial resources that most people suffer; but these are problems that especially affect people from rural areas.

There is a lack of public and private residential places, as well as the difficult access to other resources such as home support, tele-assistance, day centres and health programmes, especially in rural areas. More places in homes for users who do not have enough income and do not want to put their families’ economy at risk are required.

There are no leisure centres in small villages, except for the church or the bar, which do not have appropriate accesses for the disabled.
On the other hand, it is necessary to improve attention in health centres, home assistance, ambulance services and the training of professionals.

There is a need to improve the accessibility to villages and houses (the concept of adapted house should be promoted) and promote the prevention of accessibility barriers in homes.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

In the Plan 2006-2008, they highlight the measures regarding the development of the action Plan for elderly people (Measure 1), maintenance of elderly people in their usual environment, boosting social services for home assistance and tele-assistance (Measure 1.1) and development, in collaboration with NGOs, personal care programmes, night care, family relief and support to families, adaptation of housing and day care (Measure 2).

- Proposals for the NAP/Inclusion 2008-2010

Main measures proposed for the NAP/Inclusion 2008-2010:

- Boost the maintenance of elderly people in their usual habitat through social services for home assistance and tele-assistance. Develop, in collaboration with NGOs, of personal care programmes, night care, family relief and support to families, adaptation of housing and day care.
- Increase the number of residential places, cohabiting units and alternative housing, as well as day centres for elderly dependent people.
- Increase the number of residential places for regional elderly people.
- Raise public awareness about the problem of loneliness amongst elderly people. Provide them with a space where they can be listened to and where they can find out about the possibilities they have to spend their free time.
- Promote participation and policies for active ageing and the use of ICTs to avoid the digital breach between generations.
- Offer specialised training about hearing impairments and support to oral communication and sign language. Include hearing aids in the orthopaedic service offer of the National Health Service, with no discrimination for age reasons.
- Coordination of social and health services. Increase home assistance for dependent people.
- Creation of centres in rural areas for the cohabiting or integration of the entire population. Adaptation of the day centre service to the features of the rural environment, which differs from the urban model.

- Actions developed by Entities

The actions developed by Entities focus on the management of homes, supervised flats, day centres and alternative resources, as well as assistance and accompaniment to elderly people at their home and to do any paperwork required.

They also do everyday activities, such as shopping or leisure activities, going to the doctor, etc.
6.2 Assessment of Actions in favour of Disabled People

- Identification of new problems and needs

The main problems are: lack of a clear classification of disabilities, of information, counselling and support to families with disabled children, problems for the integration in the labour market and access to a quality job in accordance with the qualification, poor social-medical service, lack of special free educational resources, lack of day centres, of supervised flats or access to housing with social support, problems to become independent, etc.

In general, we can see the lack of support services for the development of everyday activities and specialised homecare health services, which makes it difficult for disabled people to become integrated in society.

On the other hand, they are concerned about the ageing of these people and their administrative transfer to the elderly people’s group, with the subsequent loss of support and feelings of de-routing, as well as a lack of places in public and private homes.

Some Organisations find the worst problem is discrimination in all fields, especially in the cases of mentally-handicapped people, which makes it difficult for them to cope in today’s society.

The new needs posed are as follows:

- Increase financial resources to help this group.
- Increase the number of professionals helping, supporting and serving disabled people to fight the feeling of loneliness and boost relationships.
- Create more subsidised houses that can be accessible to this group.
- Develop accompaniment programmes to do social and legal paperwork for those who, although they are not disabled, do have an intellectual impairment that does not allow them to understand many aspects and makes it difficult for them to access other social and financial aids.
- Improve integration mechanisms for mentally-handicapped people.
- Promote the use of ICTs and adapt them to the needs of this group.

- Measures to be highlighted NAP/Inclusion 2006-2008

In general, the most suitable measures of the NAP/Inclusion 2006-2008 are:

- Support to families who care about severely ill people, to add technical services and support technologies at home, and for the development of information, counselling and mediation services, training in types of care, mutual help activities and support to single-parent families (Measure 4.2)
- Social-medical assistance for disabled women, people with severe brain damage, and other groups with severe disabilities for the development of new projects in terms of homecare, day care and care at elderly people’s homes (Measure 4.1).
- Develop, together with NGOs, night care programmes, family relief and support to families who care about disabled people (Measure 8).
- Pass the bill whereby the Spanish sign language is passed and regulated, as well as the oral communication support means for deaf people, people with a hearing disability and deaf and blind people (Measure 1).
- Create - in collaboration with NGOs - daycare centres, homes and supervised flats or places for cohabitation (Measure 7).

- Proposals for the NAP/Inclusion 2008-2010

The most important proposals for the Organisations, which should be included in the new NAP are:

- Help to access new technologies and create a flexible work system where the disabled can work from home.
- Awareness actions in society about the most stigmatised groups.
- Greater attention and acknowledgment for mentally-ill people at risk of social exclusion.
- Reduction of the application periods for the basic accessibility conditions, established by Law 51/2003, on equal opportunities, no discrimination and universal access for disabled people.
- Financial aid to carry out what has been stated in Law 27/2007, of 23 October, on Spanish sign languages, and regulating the support methods for oral communication for deaf people, the hearing impaired and deaf and blind people.

- Actions developed by Entities

Entities have information, representation and psychosocial support services, as well as medical care services for this group. They also include other services such as free phone counselling, self-help systems promotion and edition of informational materials. They also include leisure activity programmes aimed at disabled students.

Some Organisations state that their main mission is to achieve the socio-professional integration of intellectually-disabled people, and so they have founded special centres including tasks such as gardening, industrial manipulation and production of crafts for stationery.

Several entities carry out information and training activities about mental illnesses, developing direct service programmes. They have homes for socially-excluded people, including reserved places for disabled people without financial resources or relatives.
6.3 Assessment of Actions in favour of Women

- Identification of new problems and needs

NGOs agree that the worst problem for women at risk of social exclusion is the high unemployment rate, which is greater than in the case of men. As factors behind this high rate, we have the following:

- Lack of technical and professional training.
- Discrimination at work, which also means a lower salary.
- Sole responsibility over children, grandparents and ill people, so we need effective mechanisms to allow them to combine this with a professional activity.
- A much higher rate of teenage pregnancy, thus reducing their opportunities for training and professional insertion.
- Scarce social awareness, especially in the business world, about problems affecting women.
- Increase in the number of unprotected women, mostly immigrants, especially those in illegal states, who are victims of sexual slavery.

There are two other important problems women have to face every day, which have a huge influence in social exclusion. Firstly, gender violence, with the subsequent loss of family links and social isolation, as well as important repercussions in women’s self-esteem. The second problem is the lack of payment of pensions and alimony after divorce or for the children, low widow’s pensions and meagre non-contributory pensions leave women in a very precarious situation.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

As we can see, most measures considered as important in the current Plan are connected to the battle against gender violence:

- Develop the Organic Law on Integrated Protection Measures against Gender Violence. (Measure 2)
- Develop with NGOs programmes aimed at the prevention and elimination of violence against women in all its forms: gender violence, trafficking for sexual exploitation (prostitution) and crimes against sexual freedom. (Measure 6)
- Approve the Strategic Plan for Equal Opportunities between Women and Men. (Measure 3)
- Develop and maintain the tele-assistance system for victims of gender violence. (Measure 4)

- Proposals for the NAP/Inclusion 2008-2010

On the other hand, they have the following proposals for the next NAP/Inclusion:

- Design professional insertion itineraries for disabled women.
- Approve a Law for a guarantee fund for lack of payment of alimony for divorced women.
- Establish aids so that women can escape from sexual slavery and eliminate the irregularities within the world of prostitution.
- Increase widow’s and non-contributory pensions.
- Programmes for mistreaters.
- Take measures to combine family and professional lives, such as broader timetables, summer schools, night owl programmes, school canteens, day centres, etc. Promote the opening of classrooms with a better timetable so that they can look after the children while they are working.
- Specific proposals for gypsy women.
- Educational programmes in new technologies that are specially created for women.
- Help to access efficient birth control methods and allow women to have abortions if they wish to.
- Establish equipments for early detection of women’s problems and situations of risk.
- Design specific programmes to support African and Muslim women, as it is usually an ignored group.

- Actions developed by Entities

Organisations focus on raising awareness both in society and amongst women regarding the existing gender inequalities. Including information services and transfer to suitable social services and asylum in cases of social emergency. Some of them have subsidised flats or temporary asylum flats for women in a situation of social emergency or with children.

In addition to this, they are making a special effort to combat gender violence and support women experiencing this state by providing them with legal and psychological counselling and to help them battle against their social isolation.

Organisations working with gypsy women focus on designing equal opportunity workshops and wish to include these women in the same leisure activities that were traditionally for men. They also have support and follow-up programmes to counteract school dropout levels amongst these women.

Based on the lack of training of excluded women, NGOs try to compensate this lack with professional workshops of a different kind. They are specially aimed at immigrant women, leading Spanish language workshops, as well as others for social participation, so that they acquire the minimum abilities to get a job. This type of actions is combined with participation in insertion companies.

They also add support services for young pregnant women, as well as to look after small children, including psychosocial support for those women who wish to have an abortion.
6.4 Assessment of Actions regarding Prostitution

- Identification of new problems and needs

It is important to add that not all people working in prostitution are free to choose whether they would like to continue or not with this activity. Therefore, the main problem is the lack of means to get out of this situation, given how permissive society is about prostitution, as well as loneliness and abandonment, which are feelings experienced by many of these women.

The number of immigrant women in this profession is increasing, whether they are working voluntarily or they are forced to. The health risks increase in this group, as well as the difficulties to access socio-medical resources. We must bear in mind that these people are vulnerable, not only because they work in prostitution, but also because they are women, immigrant, in an irregular situation, they have family burdens, and have no socio-professional support in Spain, etc.

In addition to this, child prostitution is also a great problem, there are networks trafficking with sexual slaves, sexual tourism is increasing, and prostitutes are exposed to sexually-transmitted diseases, added to the link between prostitution, drug trafficking and crime.

Creative ways for collaboration between the police and NGOs must be established, in order to stop trafficking for sexual exploitation.

On legal terms, there is an absence of a balanced state legislation involving all administrations in social and professional insertion for people working in prostitution, as well as alternatives for people who wish to stop doing it.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

Regarding the measures in this area, which are distributed throughout the NAP/Inclusion 2006-2008, the most highly valued ones are as follows:

- Develop programmes with NGOs to prevent and eliminate gender violence in all its forms: gender violence, trafficking for sexual exploitation (prostitution) and crimes against sexual freedom.
- Analyse health policies and suggest actions to reduce imbalances in health, emphasising gender inequalities.
- Carry out a study on the access and use of a National Health System according to the features of the population, the socio-economic level, the level of education, disabilities or limitations to personal autonomy, immigrants, etc.

- Proposals for the NAP/Inclusion 2008-2010

Some of the proposals to be included in the NAP/Inclusion 2008-2010 are as follows:

- Take the same measures for prostitution as for gender violence victims.
- Make Plans to reduce the prostitution tolerance areas in city centres.
- Lead programmes for normalised employment, linked to finding supervised flats for socio-professional insertion, HIV prevention for the population at risk, etc.
- Actions in favour of effective access of prostitutes to health services, as well as protect people who are severely ill from being expelled from Spain.
- Actions towards an active fight against people trade and trafficking networks.
- Implement health systems to give an adequate response in time to needs in terms of health, in order to guarantee equity and insure equal access to health services for people who have been marginalised.

**- Actions developed by Entities**

A general informative activity is carried out, including health counselling and information on shelters.

Visits are made to clubs where prostitution takes place, providing an integrated service through health, socio-professional, legal and psychological counselling. Sexually-transmitted diseases are prevented through the distribution of information and condoms.

Regarding the prevention of these diseases there are safe-sex courses, informing about risky sexual conducts favouring the transmission of HIV and other sexually-transmitted diseases, for stable partners and clients.

**6.5 Assessment of Actions in favour of the Young**

- **Identification of new problems and needs**

  Questionnaires present a wide range of circumstances affecting young people negatively. However, in general, we could say that all of them focus on aspects such as the lack of suitability of the training system, the lack of motivation, absenteeism and the subsequent school failure, which in the future will turn into poor qualifications and training and difficulties for employment. This process of social exclusion results into professional instability, frustration and the development of addictive and risky behaviours such as drug addiction, the lack of prevention of HIV or unwanted pregnancy.

  Many Organisations state the difficulties many young people have to become independent, as a result of the high prices of housing and low salaries, especially now that loan interests have increased.

  There are also other social factors regarded in this situation, such as a lack of motivation, the lack of capacity to make an effort, the lack of adult authority or the lack of social understanding regarding their problems. The main ideology favours consumption, strengthened by the financial means and by parents.
In general, it is believed that we have to promote participation spaces that could make young people feel their opinion is being taken into consideration, as it is a good way to increase their self-esteem and motivation, especially when these spaces are in training centres.

It is also important to set professional training programmes to adapt the training of young people to the market. More specifically, one of the organisations has stated that they would need professional training programmes for people with a very low level of education, so that they can access low or intermediate-qualification jobs.

Special attention must be paid to supervised o ex-supervised people during their process of social incorporation as, although they already have all the problems mentioned, they have greater difficulties to confront them than the rest. Supervised young people need special support means to be able to compete, so it is necessary to create specific programmes and systems.

- **Measures to be highlighted in the NAP/Inclusion 2006-2008**

In general, the most suitable NAP/Inclusion 2006-2008 measures are those that have been designed to get a rented house, and so promote the emancipation of young people (measures 2.3 and 3).

Measure no. 4 ‘Develop with NGOs actions to promote neighbourliness amongst young people through education on values, the promotion of social participation and the development of leisure activities promoting the acquisition of healthy habits and environmental education’, which is also considered suitable, perhaps because it provides an answer to many of the needs found and previously explained.

- **Proposals for the NAP/Inclusion 2008-2010**

The contributions to the new Plan agree with the previously presented problems. They could be grouped into 4 types: education, employment, volunteer work and housing, emphasising a coordinated action between administrations to achieve real advances in these fields.

Firstly, measures are needed to modify the current educational system through a more active and participative methodology, and to promote the participation of young people in the managing and organisational school and university boards so they feel they are being taken into consideration and are not just service users.

Regarding employment, the organisations surveyed believe it is necessary to design professional training programmes that are specially aimed at young people, adapted to the professional reality and mainly practical. As a specific measure, it is suggested that agreements should be set with companies so that young people can work in workshops or doing workshadowing so they become more liable to be employed. It is also important to mention that, in the case of people who already have a job, timetables should be flexible enough to be combined with studies.
All Organisations seem to be aware of the importance for young people in anything to do with cohabiting and relationships. Therefore, they believe it is important for them to continue with the new NAP/Inclusion measure no. 4 ‘Develop with NGOs actions to promote awareness amongst young people through education on values, the promotion of social participation of young people and the development of leisure and free time activities to promote the acquisition of healthy habits and environmental education’. It seems that NGOs agree that the best way to transmit values to young people and make them feel useful is by making them take part as volunteers in young people’s associations to promote social volunteer work. More specifically, it is suggested that Local Youth Councils be promoted.

A certain emphasis is made on the need to preserve certain measures in the NAP/Inclusion to favour the emancipation of young people, giving them the chance to rent houses, as access to houses is one of the greatest problems they have to face when they have to become independent.

Some Organisations want the new Plan to include specific measures to favour the social addition of supervised people.

- Actions developed by Entities

NGOs focus on young people working in very different fields, trying to adapt to the problems found in this group. Some actions are specifically designed for young people with specific features, such as people with hearing impairments, supervised youngsters, drug addicts or pregnant women but, in general, Organisations coincide in their general actions. Their actions focus on professional training and new technologies, extra lessons, job search, spaces for decision-making and participation, leisure activities and volunteer work, as well as the training of educators who can work on these people’s social abilities.

Many Organisations also have social guarantees, first reception and derivation programmes, as well as psychological support and legal counselling.

6.6 Assessment of Actions in favour of Infants

- Identification of new problems and needs

Spain still has high rates of child poverty in relation to countries in their financial and geographical environment, and there are still very few policies and resources for social child programmes and families. The issue of child poverty, given its importance, is essential within the social-exclusion processes, together with other factors affecting the wellbeing of children (education, health, etc.).

The most important problems NGOs have seen in this field are as follows:

- Child mistreatment, abuse and sexual exploitation. Lack of preventive and educational programmes or awareness to promote the ‘nice treatment’ of children.
- Lack of suitable structures for family reception in situations of abandonment or persistence of gender violence, alcoholism or addictions.
- The increase of child abandonment, increased by immigration.
- New means of segregation and psychosocial deprivation leading to social exclusion amongst young immigrants.
- High rate of school dropouts, lack of alternative training itineraries and professional training programmes connected to the reality of the labour market.
- Unemployed parents or tutors.
- The lack of participation spaces for children.
- Vulnerability, lack of self-defence against difficulties and social changes and the lack of education on values, without suitable family references.

Some of the needs found are:

- Lack of resources in rural areas.
- Lack of resources to integrate immigrant children in the social environment and the school.
- Birth of children in de-structured families, with drug addict or ill parents.
- Need to increase effective policies to support families with a lower income (opportunities for training, housing, minimum wages, employment…) to guarantee a suitable development within the field of inclusion for their underage children.
- Need to do research and assess child poverty in our country, especially connected to ethnic or national origins, which is not usually taken into account.

**- Measures to be highlighted in the NAP/Inclusion 2006-2008**

They highlight the following measures in the Plan 2006-2008:

- Develop experimental programmes for prevention, detection, attention and rehabilitation of mistreatment and child exploitation from public administrations, as well as in collaboration with NGOs. (Measure 2)
- Develop common strategies through local corporations and associations to favour an improvement in the quality of life of children, focusing on rural areas, attention to social, cultural, environmental fields, etc. (Measure 6)
- Development of the actions and measures stated in the 2nd National Action Plan against Sexual Exploitation and Adolescence 2006-2009. (Measure 7)
- Approve and follow-up the National Strategic Plan for Childhood and Adolescence 2006-2009. (Measure 1)
- Boost measures to improve adoption and host families for underage children. (Measure 4)
- Favour the development of the programmes to carry out measures against young offenders from public administrations, as well as collaborating with NGOs. (Measure 5)

**- Proposals for the NAP/Inclusion 2008-2010**

The following measures are proposed for the NAP/Inclusion 2008-2010:
- Improvements in education for underage people and teacher training. Programmes for school support and promotion of parent schools.
- Ensure dispersion avoiding the concentration of immigrant children in public centres, guaranteeing a homogeneous insertion in public and semi-private schools.
- Create homes for children in situations of sexual violence, where children get the attention required.
- Battle against child poverty, understood not only as low income but also as a lack of other resources and basic elements to live.
- Effective coordination of the administrations with competences in childhood and the assistant organisations, thus favouring synergies so that they can make the most of the existing devices and resources.
- In general terms, they want childhood to appear clearly throughout the entire plan, in the main objectives, not just the specific ones for groups and education.
- Dealing with unaccompanied under age foreigners and the processes of social inclusion-exclusion connected with them.
- Favour the development of Local Social Welfare Councils, favouring the participation and implication of the civil society in the solution of situations of exclusion and boosting insertion in the receiving society.
- Boost the creation of toy libraries developing pedagogical entertainment and game activities for children in socio-educational attention centres.

- Actions developed by Entities

In general, Organisations work in the promotion of child quality of life through awareness campaigns, socio-educational prevention campaigns, and by organising leisure activities. Some have infrastructures such as day centres or open centres.

Other more specific tasks are:

- Psychological care and integrated treatment in rehabilitation centres for mistreated women and children.
- Family integration programmes to avoid the separation of children from their family environment.
- Educational and preventive programmes to promote ‘good treatment’ through the school.
- Family and adoption programmes.
- Care and follow-up programmes for families at risk of exclusion.
- Programmes for children under 3 living in penitentiaries.

6.7 Assessment of Actions in favour of Families

- Identification of new problems and needs

Most Organisations state that social services do not offer enough mechanisms to cover the families’ lacks, regarding financial support, mediation in the combination of family and professional lives, etc.
It is specially important to support the family when one of its members is disabled. In these cases, they need psychological support to accept it, as well as information on the financial resources and social services available. It would also be a good idea to set training programmes for parents with disabled children, as well as increase the number of measures to combine our personal and professional lives.

Also requested are special support measures for non-structural families, single parents or those families where the parents are not legally a family (de facto partnerships).

There should be enough aids for those families where both parents work and, even so, they cannot pay for a private nursery or access public nurseries. Financial aids are requested for grandparents who take care of children during working hours.

Regarding immigrant families with few resources, family mediation programmes are requested, as well as counselling and intervention in terms of cultural integrations. We must favour the elimination of ghettos and promote joint activities with immigrants.

There are also educational measures for the prevention of mistreatments and to deal with abusers so that they do not repeat this behaviour.

To sum up, it could be said that social services are to improve the intervention for family support and start up resources and assistance programmes such as home care, pedagogical support, mutual help programmes and relief programmes.

- **Measures to be highlighted in the NAP/Inclusion 2006-2008**

In general, Organisations agree that the most suitable measures for the NAP/Inclusion 2006-2008 are:

- Increase and improve the quality service offer for under threes (Measure 1.2)
- Promote the development of support and intervention programmes for families in special situations from Administrations and in collaboration with NGOs (Measure 2).
- Assign the widow’s pension for ‘de facto partnerships’ where there are children or a financial dependency on the deceased (Measure 7).
- Develop support programmes for families suffering from gender violence (Measure 3).

- **Proposals for the NAP/Inclusion 2008-2010**

The proposals considered most important by Organisations, which are to be added to the new Plan are:

- Policies aimed at promoting the creation of family businesses.
- Acknowledging and supporting the role of grandparents in child care, especially with younger children. Favor the combination of personal and professional lives.
- Educational prevention against mistreatment and abuser intervention. Include children as direct or indirect victims of violence.
Programmes offering ‘second chances’ in the fields of education, health and access to employment, and loans to families at risk of social exclusion.

Greater coordination of all available resources, linked to different administrations.

Establish programmes to allow for the integration of immigrants through their participation in local life and activities, and favour cultural exchanges.

Assign the widow’s pension in ‘de facto partnerships’ with children or a financial dependency on the deceased.

Establish family mediation programmes and meeting points.

Promote support and intervention programmes in single-parent families experiencing a social disadvantage.

Generate and intensify support resources for families with disabled children and, more specifically, with a mental illness (psycho-educational programmes, and programmes for mutual help, home care and relief).

Programmes to support families with dependent members.

- Actions developed by Entities

Organisations work on increasing the family’s abilities, solving their difficulties and connecting them with all training and socio-professional resources and measures that may help them towards having a normal life and abandoning their situation or risk of exclusion.

On the other hand, they have counselling services for parents about access to education for their children, psychological support and different types of information required to request family re-grouping in the case of immigrant families or counselling about possible social aids.

They also have temporary shelters for immigrant women and/or families, clothing and basic food services for families with underage children.

6.8 Assessment of Actions in favour of the Spanish Gypsy Population

- Identification of new problems and needs

There are various problems affecting the gypsy community, especially the difficulties they find to get a job due to their poor qualifications, as well as the strong stereotypes and prejudice in society. Regarding housing, the situation is still complicated, and they are living in shanty towns. Some Organisations state they are not making the effort to change their situation of social marginalisation. In any case, it is still strictly necessary to develop new social awareness campaigns, as well as cultural mediation programmes.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

In general, all proposals in the NAP/Inclusion 2006-2008 are adequate, especially the following:
- Develop integrated social intervention programmes for the care, prevention of marginalisation and insertion of the gypsy community in collaboration with Regional Communities (Measure 1).
- Develop programmes for professional and social insertion, in collaboration with NGOs (Measure 6).
- Develop actions in connection with equal treatment and opportunities, training and the exchange of information and good social practices (Measure 2).
- Create a map of the gypsy areas and communities in Spain (Measure 5).

- Proposals for the NAP/Inclusion 2008-2010

Some of the most important proposals to be included in the Plan 2008-2010 are:

- Reinforce the assessment of the integrated social projects and the programmes for professional and social insertion.
- Provide easy access to housing for purchase or rental.
- Provide assistance to groups of gypsies who live as nomads.
- Institutional acknowledgement as an ethnic minority through the corresponding instance and in accordance with the recommendations of the certain organisations, such as the European Council.
- Promotion of the gypsy culture, recovering, protecting, developing, researching and expanding the gypsy culture and language.
- Develop new specialised organisations to assist victims of discrimination, study, create the key agents, guarantee the absence of discriminatory administrative practices and promote equal treatment.

- Actions developed by Entities

Organisations have been carrying out actions that are specially aimed at young people, women and prison population by promoting equal treatment, the gypsy culture and volunteer work. They also have programmes for the elimination of shanty towns and inferior houses, based on previous family education and after relocation. They have gypsy mediators to work in different fields, including hospitals, and they lead social awareness campaigns, specially aimed at the professional field.

6.9 Assessment of the Actions in favour of Homeless People

- Identification of new problems and needs

In accordance with the replies received, the worst problems homeless people have to face are connected with mental disorders and addictions, generally to alcohol and drugs. In addition, the lack of accommodation and social integration makes it more difficult for these people to get medical care and also does not allow doctors to follow up their illness and give them adequate treatment.
Many are the references to the lack of places in shelters and reception centres, which are basic resources to confront the problem. In addition, not having stable accommodation is an added difficulty for socio-professional incorporation.

It is important to highlight that many homeless people have passed the socio-professional reinsertion process but still feel frustrated at the impossibility to then get a house, so there should be some sort of specific measure in these cases.

The number of homeless people is increasingly rapidly, as well as the number of immigrants and women. The homeless profile is changing and now includes more young people, who are generally affected by drug or alcohol consumption, and also more people over 65.

There has also been an increase in the population aged 18 to 65 with severe physical and mental disorders. This condition does not allow them to lead an independent life, but institutions do not have places for these people, so they end up living in the street.

More programmes are needed for homeless people who are considered chronic, supervised flats and more pre-professional devices, as well as resources adapted to the new homeless reality.

It is important to note the lack of child protection and health problems affecting people living in inferior houses. As a preventive action, we need attention mechanisms for destructured families, so that the number of homeless people does not increase.

- **Measures to be highlighted in the NAP/Inclusion 2006-2008**

All measures in the NAP/Inclusion 2006-2008 have been considered adequate to favour this group. The only one that has not been supported much is measure 3 ‘Carry out a study about the users of reception centres and shelters’. Some regional plans have set Homeless People as a primary group.

- **Proposals for the NAP/Inclusion 2008-2010**

Some of the main proposals for the NAP/Inclusion 2008-2010 are:

- Develop socio-professional integration programmes that go beyond the sole basic assistance for accommodation and support.
- Create and offer short-stay accommodation and supervised flats for chronic cases, including more personalised treatment and always protecting the intimacy of homeless people.
- Promote the creation of networks and on-line work of the entities working with this vulnerable group.
- Finance programmes for the care of homeless people.
- Promote the provision, promotion and training of mental health staff who are aware and specialised in the care of homeless people.
- Develop awareness programmes for society in general, so people learn about the causes behind this situation and can work to prevent it.
- Actions developed by Entities

Organisations, in general, are developing projects aimed at homeless people to care about them and inform them of the resources for each case. They have street equipment to set dynamic systems to break with the lack of communication.

Based on the new needs found, they have also set specific programmes for homeless women and immigrants. They are also developing preventive work with ex–convicts, in order to avoid them becoming homeless people.

Many Organisations have social and socio-professional integration services, pre-professional workshops and supervised flats, as well as shower and laundry services.

Some Organisations have temporary exhibitions to raise awareness in society about the problems these people have to face.

6.10 Assessment of Actions in favour of Convicts and Ex-convicts

- Identification of new problems and needs

The worst problem found is the overcrowding of the penitentiary system, which does not promote social and professional reinsertion properly, and does not have specific programmes to do so.

People with a severe mental illness who are in prison do not have the right assistance. There are few psychiatrists in prisons and in many cases, there are none. The penitentiary environment favours mental health problems and social isolation.

When they leave the prison, ex–convicts have no financial resources and find difficulties to get a job, as people who are finally released are not considered as ex–convicts and cannot get any aids.

The new needs mentioned are:

- The increase of ex–convicts who are finally released with a restraining order from the family, with the corresponding distance from their usual environment, which causes a distancing from any known resources and a consequential feeling of insecurity.
- Need to pay attention to mental health for people in a penitentiary.
- Increase attention for children living in prison up to the age of three.
- Support to professional and social insertion for ex–convicts.
- Avoid isolation and help towards communication with the families and the visits.
- Larger number of alternatives to serving in penitentiaries.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

In general, all measures in the NAP/Inclusion 2006-2008 for convicts and ex–convicts have been highlighted. No entities have mentioned measure 5, ‘collaborating with the Spanish
Federation for Municipalities and Provinces (FEMP) to work in favour of the community and weekend arrest’. The most popular measures are:

- Develop socio-professional insertion programmes for third-degree convicts and people on probation (Measure 1).
- Develop programmes for children and mothers in penitentiaries: leisure-education actions for children, early stimulation for physical and cognitive development, as well as sensorial and emotional development in children, promotion of the mother-child relationships and development of mothers in the family and social environment, as well as the creation of summer schools to reinforce child education (Measure 6).
- Carry out, in collaboration with NGOs, medical care and rehabilitation programmes for drug-addict convicts, and those who are HIV positive or have other illnesses (Measure 4).
- Collaborate with the Spanish Federation for Municipalities and Provinces to work in favour of the community and weekend arrest, as well as develop, together with NGOs, programmes for collaboration in compliance with alternative measures to prison (Measure 5).
- Provide places to host people on probation who have no host families and have a severe incurable illness, as well as places in special education centres for people on probation who need specific psycho-medical attention (Measure 3).

- Proposals for the NAP/Inclusion 2008-2010

Regarding the measures to be included to the new NAP/Inclusion 2008-2010, they highlighted the following:

- Socio-professional insertion programmes must be part of the activity in penitentiaries.
- Treat people who have been finally released as ex-convicts, as they have different features from other groups.
- Places to host people who have been finally released but have no relatives, social networks or financial resources.
- Create dependent units outside the penitentiary area for mothers living with their children in prison.
- Establish psychological and psychiatric programmes within penitentiaries and carry out health and rehabilitation programmes for people with mental illnesses. Convicts with mental illnesses should be nearer the places of residence of their families, so they can receive the resources for a correct medical service more easily.

- Actions developed by Entities

Actions developed by entities are aimed at, mainly, developing alternative programmes to prison, including therapy and professional guidance.

They have reception centres for convicts with permits and flats for women and mothers with children who are serving the last part of their sentence in a semi-open regime, in order to
They could achieve their social inclusion through socio-professional normalisation. They also care about children up to three living in prisons, in order to reduce the damage that this experience could cause them.

They also take care of ex-convicts who have been finally released including full accommodation and support when they have no financial resources or territorial or family links, not even a social network.

Some Organisations have developed cultural promotion programmes in prisons, such as conferences and cultural workshops. This way, they promote joint work between volunteers and convicts in order to establish personal relationships to stop their isolation and prepare them for reinsertion.

6.11 Assessment of Actions in favour of Drug-addicts

- Identification of new problems and needs

We can see that young people are experimenting with drugs earlier in life and that there is a greater variety of drugs. People do not know about their long-term effects. There has also been an increasing tolerance regarding drug consumption and distribution, both in families and society. The media present the consumption of alcohol, tobacco and some hallucinogens as something normal.

Drug-addicts have difficulties accessing employment as they usually lose their social and family support, which can make them become homeless.

Drug-addicts have severe health risks especially in the case of long-term addictions, which cause severe physical and psychical damage, and so they have to receive medical help in order to deal with their illnesses. This circumstance adds more difficulties both for them and their families to carry out a normal lifestyle.

Some of the needs found are:

- Lack of efficient prevention programmes in schools. Need to develop urgently awareness programmes for young people explaining the effects of drugs and alcohol.
- Lack of guidance for parents in the upbringing of their children.
- Take into consideration the change of drug-addiction profiles.
- Psychological and psychiatric care for drug-addicts.
- Assistance to provide refuge and treatment for drug-addicts.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

The most important measures in the NAP/Inclusion 2006-2008 aim at developing the actions of the ‘Society before drugs’ forum and favouring actions with NGOs for the development of specific programmes.
- Proposals for the NAP/Inclusion 2008-2010

Proposals for the NAP/Inclusion 2008-2010 are:

- A real plan to battle drug sales in the street.
- Consumption prevention programmes.
- Information programmes for parents.
- Increase of programmes and assistance resources for rehabilitation and reinsertion.
- An educational and repressive action plan for immigrants doing drug trafficking in the street and the surroundings of schools and universities.
- Establish care programmes considering the situation and needs as a whole, not just their medical and psychological needs, but especially the social ones.
- Implementation of prevention programmes for this community, not just to avoid drug consumption, but also to avoid the social marginalisation conditions where most of this population lives and to avoid social exclusion.
- Establish protocols and clinical guides in all communities to guarantee an integrated, inter-disciplinary and longitudinal guarantee when dealing with drug consumption and addiction, including the perspective of the damage reduction associated to consumption.
- Establish socio-medical services in cities, avoiding the appearance of resources in the suburbs, which lead to the creation of ghettos.
- Support and reinforcement of the medical staff. This training should take into consideration the opinion of drug users and the demands for the training of staff members.

- Actions developed by Entities

Actions developed by Entities mainly aim at ex-convicts, pregnant women and addicted immigrants. Action programmes focus on social and medical attention, as well as the management of therapy communities, flats for treatment support and flats for reinsertion support. All these Organisations have internal plans to train educators and many pay attention to different groups through mobile units.

6.12 Assessment of Actions in favour of People with HIV or AIDS

- Identification of new problems and needs

Currently, the most important problem in the battle against AIDS is that the media present this as a chronic illness but not a deadly one, so safe sex behaviours have been somewhat disregarded. Therefore, we demand the reactivation of prevention campaigns, without minimising the importance of this illness, and making the ill visible, especially in the case of older people.

HIV positive people still have unprotected sex, and we can see that the illness has appeared in groups that were not within the risk area, such as immigrants.
Institutional resources mainly focus on preventive programmes, leaving aside those people who are terminally ill. There are barely any residential resources for HIV positive people (mainly men).

On the other hand, physical damage is important in some people with this illness, so they cannot get a job.

- Measures to be highlighted in the NAP/Inclusion 2006-2008

In relation to the NAP/Inclusion 2006-2008, it is important to mention the measure connected with the actions of the National Plan against HIV/AIDS, especially when aimed at people who exposed themselves to risks.

- Proposals for the NAP/Inclusion 2008-2010

In relation to the NAP/Inclusion 2008-2010, here are the measures proposed:

- Prevention and awareness campaigns for the population in general.
- More programmes for the development of preventive actions for groups and areas at high risk, in connection with health education and the promotion of healthy habits.
- Create leisure programmes for the ill and favour the use of information and communication technologies to favour the contact with society.
- Boost programmes for people with HIV/AIDS and their families, providing the medical, psychological and social support they need.
- Create more residential resources both for men and women with HIV.
- Develop joint actions with other public or private entities to develop social support initiatives for people facing difficulties aside from healthcare.

- Actions developed by Entities

Organisations are mainly focusing on social and medical assistance of ill people (mainly homeless people) carrying out an integrated follow-up of the cases, together with professionals specialising in this illness. On the other hand, they also have residential places for people with HIV/AIDS who are in a situation of social exclusion.

7. General Proposals and Conclusions

The questionnaire sent to NGOs included a final section to reflect the general impression that the NAP/Inclusion 2006-2008 had made on Organisations, as well as to gather proposals considering what would be advisable to include in the NAP/Inclusion 2008-2010.

- General assessment of the NAP/Inclusion 2006-2008

As it is said at the beginning, Organisations have a positive impression of the NAP/Inclusion 2006-2008, although they have doubts about its effective impact on the reality of social
exclusion. However, many of the rules and laws mentioned have been passed, and this is definitely a positive aspect. Here are some of them:

- Law 44/2007, of 13 December, on the regulation of the insertion company regime.
- Strategic plan for equal opportunities between men and women 2008-2011.
- Royal Decree 870/2007, of 2 July, regulating employment with support as a means to promote employment for disabled people in the regular labour market.
- Law 39/2006, of 14 December, on the Promotion of Personal Autonomy and Attention to dependent people.
- Law 27/2007, of 23 October, acknowledging the Spanish sign language and regulating the support for oral communication for deaf people, the hearing impaired and deaf and blind people.
- 2nd national action plan against sexual exploitation in childhood and adolescence 2006-2009.
- Multi-sector plan against HIV/AIDS.
- Law 45/2007, of 13 December, for the sustainable development of rural areas.

On the other hand, we must mention the effort made by the Administration regarding governance, although general criticism has been made, at all levels, of the little coordination between public administrations, and also between them and the remaining social agents. It is suggested that national-level regulations include coordination mechanisms with the local administration in order to highlight the group and area of action.

The reality experienced by NGOs every day shows the multi-dimensional character of social exclusion. They are aware of the fact that only those actions combining different measures for different areas and including coordination amongst the social actors involved can have a real impact on the everyday life of excluded people.

**- Proposals for the NAP/Inclusion 2008-2010**

Regarding the proposals included to create the NAP/Inclusion 2008-2010, Organisations agree that they should not change the main objectives included in the NAP/Inclusion 2006-2008 (employment, guaranteed resources, education, immigration and dependency), although some new priorities have been mentioned, such as the fight against child poverty and access to housing.

In all areas stated it is seen a lack of means and staff. Therefore, there should be a greater and better infrastructure and human resources aimed at already existing services so they can
cover for the current demands and needs, as well as create new services to cover for the new needs.

On the other hand, the new Plan must reinforce the co-responsibility of the actors involved in the development of the measures it contains, as regional and local administrations and NGOs.

In the section on the assessment of Governance, Organisations believe it is important to promote community intervention and on-line work between the different administrations, associations and other organisations, which was often criticised about the previous Plan. We must search for cooperation, coordination and complementation of actions to achieve effective measures.

We must keep searching for citizen participation in the creation and follow-up of Inclusion Plans, awarding special importance to those organisations representing citizens. Therefore, Administrations are to keep supporting associations and promoting volunteer work.

Obviously, institutional support is requested for social action NGOs for real actors working directly with the excluded groups, which the NAP/Inclusion focuses on, as an efficient way to fight social exclusion.

- Propositions on the measures for action objectives

All NGOs believe that insertion through employment is essential. They boost integrated employment programmes for excluded groups that allow them to complete a socio-professional insertion itinerary. Firstly, we must deal with the person’s basic needs and then establish training programmes to prepare them for employment.

As the final touch to this stage-based process, we must highlight the importance acquired by the Insertion Companies as the last step before getting a job in regular conditions. For this reason, many types of aids and institutional supports are demanded for these companies, as it is very difficult for them to survive in an increasingly competitive market.

It also adds the importance of public administrations to establish different incentives to recruit the least employable groups, paying special attention to women, as there is a clear gender discrimination in the professional world. It is necessary to emphasise a gender cross-sector approach in all integration policies for excluded groups and, in general, in all those aimed at the population in general.

Entities also emphasise the discrimination suffered by the people belonging to excluded groups. This is why it is considered of utmost importance to implement effective mechanisms for the promotion of equal treatment and the fight against discrimination, as well as all kinds of initiatives towards the defence of victims and social awareness. Training and awareness for agents, and education to prevent discrimination are also required.

In an increasingly competitive market, NGOs believe it is necessary to focus on the first stages of primary education in order to reduce failure and school dropout. A poor education
is the origin of many problems excluded people have to face, as their level of education is lower than the average. These poor qualifications affect their access to the professional field and makes them take on badly-paid and unsafe jobs. Organisations believe we must also think of measures to counteract the digital gap.

It is important to note the fast change in the traditional profile in certain groups of excluded people. There is a new reality, immigration, as well as its impact on very limited social and health services.

Training and recycling programmes are demanded for professionals working in customer service departments for social services, so they can carry out a suitable social intervention and use other resources appropriately. Organisations think we must change habits and look for another way of working that treats people in an integrated way, not just looking at their medical or material needs, but also at other psychological and social ones.

Regarding the mental health of people at risk of social exclusion, we must consider it and contemplate it as something integrated in the policies applied to each group. Specific actions for those people with severe mental illnesses should be developed, although they may not be totally disabled, so they would not suffer from social exclusion.

NGOs are concerned about the legal confusion and the wide variety of means used to approach social exclusion in different regions. They insist on the existence of action protocols and clinical guides to guarantee a homogeneous approach to social and medical needs everywhere.

It is important to note that NGOs are aware of the fact that people in rural areas have fewer social, medical and educational resources than those in urban areas. Therefore, they insist on the creation of specific measures for isolated territories, such as a strategic social-medical plan for rural areas, or the world access to ICTs. Basically, starting up the services stated in Law 45/2007, of 13 December, for the sustainable development of rural areas in the same conditions as urban areas.

8. Organisations participating in the study

- apmAfrica
- "Talavera Acoge" Association for Immigrants
- Inter-generational Solidarity Association for Elderly People and their Families
- Spanish deaf-blind association
- Familia Vicenciana Association-Miguel de Mañara Project
- Unga Gypsy Association
- Unimos International Association
- Association for the Development of Insertion Companies in Castilla y León
- Prohousing Association
- Health and Family Association
- Tharsistete Association
- AVACOS
- Carrión y Ucieza’ Centre for Rural Development
- ‘El Villar’ Centre for Rural Development
- ‘Guayente’ Centre for Rural Development
- ‘Portas Abertas’ Centre for Rural Development
- CEPAIM
- Spanish State Confederation for the Physically Handicapped
- Confederation of Centres for Rural Development
- Spanish Confederation of Family Associations and Mentally-handicapped People
- Spanish Confederation of Families with Deaf Members
- Spanish Confederation of Relatives of People with Alzheimer’s and other disorders (CEAFA)
- National Confederation of Special Employment Centres
- State Coordinator of Salesian Social Platforms
- Spanish Red Cross
- FEAPS
- Federation of Associations of Separated and Divorced Women
- Federation of Entities with Assisted Projects and Flats
- Rural Women’s Federation
- INJUCAM Federation
- Filipenses Hijas de Mª Dolorosa Religious Association
- Ayúdate Foundation
- Centre Obert Joan Salvador Gavina Foundation
- Valencian Foundation for Victims of Crime and Family Reunion
- G-Prodis Foundation
- Lesmes Foundation
- Padre Garralda-Horizontes Abiertos Foundation
- Obra Mercedaria Private Foundation
- Gaspar de Portolá Private Foundation
- Ramón Rey Ardid Foundation
- Gypsy Secretariat Foundation
- Tomillo Foundation
- UNICEF Foundation
- Guada Acoge
- Cruz Blanca Franciscan Brothers-Huesca Office
- Médicos del Mundo
- Meniños Child Foundation
- Camilos Minister for the Religious III
- Nou Horitzo
- Rescate NGO
- Solidarity for Development
II. SEMINAR WITH NGOS FOR NATIONAL ACTION PLANS ON SOCIAL INCLUSION: ASSESSMENT AND PROPOSALS

1. Objective of the Seminar

The Third Sector has played a special role in National Action Plans for Social Inclusion through the Workshop on Social Inclusion and Employment, created in the bosom of the National Council of Social Action NGOs, in order to collaborate with them, both in the follow-up and assessment and in the creation of proposals to make measures, as suggested in the European Strategy for Social Inclusion.

As stated in the introduction to this document, the 4th NAP/Inclusion included, within the section on Governance, the commitment of creating a Seminar where NGOs involved in social inclusion could participate, in order to assess the NAP/Inclusion 2006-2008 and create proposals for the new Plan cycle, bearing in mind the diagnosis of the situation of poverty and social exclusion in Spain and its territorial distribution.

In this Seminar, held on 1st July 2008 in Madrid, at the main office of the Institute for the Elderly and Social Services (IMSERSO), 80 people participated. 33 NGOs were represented, as well as the different public, national, regional and local administrations.

All those present were given, as work documentation, the NAP/Inclusion 2006-2008, as well as the document gathering the results of the study that had been previously made amongst NGOs to assess the Plan and request contributions, so it could be used as the basis for the Seminar.

2. The Seminar

The programme included an introductory talk from the General Social Policy Manager, Mr. Juan Carlos Mato Gómez, followed by three workshops: Access to Employment – Active Social Inclusion, Access of vulnerable people to goods and basic services: education, health, dependency and housing, and a third one for Governance.

Representatives of EAPN-Spain created a document stating the methodology to be applied to workshops so that they all had a similar approach and the final proposal presented before the Plenary had a homogeneous outline.

Now we shall present the conclusions reached in each workshop, which were then presented before the Plenary.


Participants at this workshop had to face the challenge of answering questions like: What is the concept of having enough resources to live with human dignity?, What are the meaning
and the consequences of having active availability for work?, How can we eliminate obstacles to access the labour market through active and preventive measures?, How can we guarantee that the work is profitable for people looking for a job?, What advances are more necessary in employment policies and measures?

Following a long debate about these topics, some proposals were made connected with the three axes of the social inclusion strategy:

1. Access to enough rent to avoid social exclusion.
   - Obtain the subjective right to enough rent, which is not connected with access criteria.
   - Reach a common approved terminology and the minimum amount in the whole country. The IPREM (indicator establishing a basic income level) could be a valid figure.

2. Link in the professional market
   - Increase the minimum 800€ salary and emphasise quality employment.
   - Pose social inclusion as a profitability factor for the company and society within the framework of corporate social responsibility.
   - Promote employment policies connected with the market reserve to insertion companies, social clauses in the public administration contracts, aids to recruitment, etc., providing financial profitability for these actions for the administration and society.
   - Acknowledgment of the Third Sector for Social Action as a social agent, boosting an approach towards companies and trade unions.
   - Boost programmes for employment for people over 16, studying measures for socio-professional guidance for fewer than 16s.
   - Help with the renewal of work and residence cards for unemployed immigrants. It is suggested that the months spent looking for a job be counted through public counselling services as valid for renewals.
   - Speed up and support the official approval of qualifications for foreign people.

3. Access to quality services.
   - Boost accompaniment and support from social services to socio-professional integration processes for socially-excluded people.
   - Boost the local coordination between the different services and resources (employment, education, health, participation...)

4. Conclusions Workshop 2.- Access to rights and services required for social participation.

The participants at this second workshop dealt with questions such as: How can we guarantee that educational services are vehicles for social inclusion? What do we have to do
to ensure full integration in society and the labour market (rehabilitation, language teaching for immigrants, vocational training, etc.)? What advances are more necessary for health policies and measures? How can we guarantee integration for people with long-term needs due to a certain disability or a health problem? Which are the urgent and necessary policies and measures to guarantee access to housing? What measures can be taken to confront poverty and exclusion affecting under-age people? Which are the essential services that should be guaranteed for people in social exclusion? What is the meaning behind ‘providing quality services’?

The work developed in this workshop was mainly based on the proposal for specific measures regarding three social rights (education, health/dependency and housing), pointing out six cross-sector axes, and making a diagnosis or strategic analysis. The following aspects appeared several times throughout the whole session:

1. Guarantee to access resources. There are legal frameworks guaranteeing access to resources for certain vulnerable groups (the human rights convention for the disabled, the Law for the acknowledgement of sign language and alternative systems for oral communication, etc.) but we also need enough means to make these frameworks effective and efficient. Along the same lines, measures should be developed to surpass the existing barriers: language, architecture, etc, making it difficult for the least privileged groups to access basic services.

2. Avoid multi-discrimination. We must avoid discrimination and fight it. However, special attention must be paid to those people suffering from multiple discrimination because they belong to groups that already are in an unfavourable situation, as well as to race, gender, poverty and other factors.

3. Establish accompaniment processes. Integration processes for specially vulnerable people require specific resources and accompaniment processes acting from proximity. The organisations belonging to the Third Sector can comply with their role most efficiently, as they have greater flexibility, closeness and capacity to react than public administrations. But we must establish the coordination required and provide suitable resources to these Entities so they can reach their objective.

4. Foresee the fall of institutionalisation. Excluded people who have been institutionalised in hospitals, penitentiaries, juvenile centres and similar places can start an inclusion process thanks to the personal and material resources these institutions have. However, this process comes to a halt when they leave, as they are completely responsible for themselves. New models are to be established for these first stages, including company and enough financial resources to continue with the social integration process.

5. Coordination for integrality. Specific real spaces must exist to carry out inter-administrative and NGO coordination, especially within the socio-medical and socio-educational area.

6. Disaggregated data. Statistical data should be disaggregated enough from a territorial point of view (rural-urban) to analyse the situation experienced by rural areas.
As we said before, the aim of this Workshop was to analyse those measures created to favour access to the rights and services required for social participation and, more specifically, connected with education, health-dependency and housing. Now we shall present the conclusions reached in each areas.

A) Measures to access Education:

The following proposals were agreed on within the Group:

- We must keep fighting to enable access to education for everyone and eliminate all barriers, in every sense (linguistic, architectural and even mental).
- Guarantee the existence of multi-professional teams in educational centres, and not just teachers, who can participate in management boards and face students’ problems beyond the educational field.
- Develop intermediation strategies between teachers, students and families.
- Make a balanced distribution of students from unfavourable groups in schools so they do not all gather in state schools and create ghettos.
- It is important to note that gypsies have the highest levels of school failure, so they require greater support and specific strategies.
- In rural areas there is a lack of specialised staff and educational equipment. Many times they do not offer certain specialties as there are not enough students. It ends up creating a lack of opportunities and depopulation.
- It is also important to mention the situation of ‘key ring’ children, who are children who get the keys to the house from their older relatives and have to manage by themselves most of the day or have the added responsibility of looking after their young relatives.
- Those children from excluded families cannot be applied the same standards of educational progress as the rest, as they must overcome some added difficulties. This is why we should establish alternative indicators for the marks that would allow to assess their progress within the integration process.
- The Local Administration has developed alternative educational spaces in order to support young people studying secondary education, who are at risk of leaving the educational system. However, the Educational Inspection does not accept this new model, as the morning timetables when the service is provided overlap with school times.
- The penalisation system ruling education is not suitable to achieve social integration of children undergoing social difficulties, so it would be advisable to look for alternative policies that would not boost the exclusion they are suffering even more.

B) Health/Dependency measures:

The Group agreed on the following proposals:

- Flexibility of the conditions to access the National Health System.
- Guarantee company processes, especially in the cases of excluded people, and a continuous treatment in agreement with the Third Sector.
- Creation of social-medical spaces, a real space for coordination between the health services and the Third Sector, as well as providing enough resources (human, technical and material) to guarantee this coordination.
- Guarantee training for primary medical staff in areas such as sign language, foreign affairs and other social issues, so that a better service can be provided to excluded groups.
- Boost programmes to promote healthy habits and add them to the services offered by the National Health Service.
- In rural areas there is no daily primary care service, and not all specialties are covered for, which has a negative effect on their access to health.
- When hospital discharges are given, certain groups, such as homeless people, people living alone, vulnerable groups and people with mental disorders, are unprotected. NGOS generally look after people in this situation. However, extreme or specially problematic cases are not well looked after.
- Some groups like homeless people or foreigners have to face legal issues such as not being registered, the impossibility of getting a health card, etc, which worsen their difficulty and do not allow them to obtain resources.
- We should design other alternative means for health care, such as medium-stay hospitals, home care and a larger number of places, in order to cover for people’s needs in different moments of their lives.

C) Measures to access housing:

The Group agreed on the following proposals:

- Previous plans had already studied the objective of eliminating shanty towns and inferior houses. Now we require the means so that this objective is complied with.
- We need aids to access housing, as well as for its refurbishing and adaptation.
- Such initiatives are to be set within integrated programmes in the territory including actions for neighbourhoods, not just houses, as these population nuclei are the background of exclusion processes.
- Avoid ghettos, especially in relocation processes.
- Favour rental by developing intermediation processes to protect the interests of both parties (tenants and landlords), thus allowing to get over certain obstacles such as the lack of trust or financial back-ups, and thus promoting how to use a home.
- Reserve a greater percentage of public housing for vulnerable groups.
- Develop an awareness campaign in order to mobilise empty houses and promote acceptance on behalf of neighbours towards groups in social difficulties.
- When houses are lost, resources should be guaranteed so that the family does not become even more de-structured.
- Search for alternative residence methods: supervised and semi-supervised flats, homes for the transition between shanties and flats, penitentiary units for cohabitation and exchange of houses due to a supervening disability.
5. Conclusions Workshop 3.- Governance and mobilisation of actors

The third workshop aimed at answering questions on cohabiting and the opportunity to apply the Open Method of Coordination in Spain, the identification of methods of common interest in the framework of the NAP/Inclusion that could be focused in internationally, actions and commitments with various actors in the promotion, distribution and awareness of the ‘Social Inclusion Strategy’ and specifications for the European Year against poverty and social exclusion.

In general terms, the Group highlighted the progress made in terms of participation, and therefore of Governance from the previous NAPs/Inclusion. In fact, it was said from the beginning that this Seminar was considered as a good tool for participation and governance of Plans. Even so, it also added that there was a lot to be done regarding awareness and a common understanding of the concept of governance. This concept has been acquired from Administration and NGOs, but it requires a single meaning and concept. Some ‘unacceptable errors’ from the Administration were mentioned, such as not counting on Social Entities to design some Laws of great social importance, which are key for the Third Sector, although ‘a reminder from them made them realise that their participation in the design of these laws was essential’.

What became definitely clear was that exclusion requires work from all levels of Administration, with a special importance of the role played by Regional Communities, as they have the competence in terms of social welfare, and municipalities, as they are the nearest place to work on in terms of inclusion. But this mobilisation also refers to the rest of the civil society, which has a leading role: NGOs, trade unions, entrepreneurs, etc. We must not forget that the main responsibility falls on Administration at different levels, and they are to lead in the processes of participation, and join forces and synergies of the different social actors.

They also added the complexity behind the territorial organisation of the State, which requires a greater effort of inter-administrative and inter-department coordination in social policies and the battle against exclusion.

In accordance with the methodology proposed at the Seminar, the suggested issues were posed, and the following comments arose:

*The convenience and opportunity to apply the Open Method of Coordination in Spain. Identification of elements of common interest within the framework of inclusion plans that could be focused on internationally (inter-regional).*

Although they initially are two separate matters in the proposal, the Group deemed it would be appropriate to join them, and stated:

- This method is an extraordinary tool for coordination that has proved to be useful and must be brought to our country reality. This will allow us to make progress in terms of common objectives, mutual learning and common revisions. The proposal focuses on the next NAP/Inclusion and the fact that it should contemplate the
reinforced method as a way to work and apply its development tools at different territorial levels (‘peer review’ - joint revisions done periodically by Regional Communities to see what progress has been made in terms of inclusion in each territory).

- As tools that are coherent with this strategy, it becomes necessary and it is suggested that the Third Sector be present at the Follow-up Commission of the National Reform Plan and the Social and Economic Council.
- It is suggested that the new NAP/Inclusion and the method that structures it are discussed in Parliament, following a consensus of the National Government with regional governments at a Sector Conference, as well as with the FEMP and Social Entities.

**Actions and commitments of the different actors in the promotion, distribution and awareness of the ‘Social Inclusion Strategy’**.

They suggested:

- Increasing and improving the communication and distribution channels of the action lines of the European and national principles in terms of inclusion to the remaining territorial levels, especially on a local level. A greater level of coordination is proposed between regional and local levels.
- Working on a greater social awareness and towards the media.
- Promoting the 5 essential Objectives in the NAP/Inclusion and boosting the Inclusion Network as a means for awareness and participation.
- Guaranteeing a strong presence of Social Entities working in the field of Social Inclusion in the Inclusion Network.

**Specifications for the European Year against poverty and exclusion.**

The proposals of the Group about the European Year were as follows:

Firstly, the main objective for 2010 should come accordingly to whatever happens after that year, that is to say, whatever happens from 2011 onward in terms of inclusion, and the commitments made from the EU regarding social cohesion, citizen participation and good governance. The year 2010 cannot be an objective itself and be left as a mere year for ‘cosmetic surgery’, with more or less awareness events. We must set a new ‘challenge year’.

Secondly, as 2010 ends we must have a European and national strategy in terms of social inclusion and a work Plan for several years, with measurable objectives and suitable indicators resulting from documents, reports, memoranda and proposal catalogues about the work done since 2009.

Thirdly, in order to reach these objectives we must divide events into two types:

Those carried out within the Spanish framework of the European Union Presidency (first semester 2010). Suggestions:
Hold a European Conference on Active Inclusion Policies.

Write a report (and publish it everywhere) about the Impact of the Lisbon Strategy and the implementation of the Open Method of Coordination in Autonomous Communities since the year 2000. This joint report is to be finished by the end of 2009.

Final Seminar of the Conclusions drawn about Inclusion at a Local Level (within the cycle of seminars that will be held in 2009 all over Spain by EAPN-ES, the Luis Vives Foundation, The Federation of Municipalities and Provinces and the Ministry).

Those carried out at a general level in the Spanish State.

Referring to the other events designed by the Commission that will be formed for the European Year against Poverty and Exclusion. It is suggested that the Sub-group for Social Inclusion of the State Council of NGOs make proposals for the events to be held, and that budgets be awarded for their development.

Continuing with the participation strategy, it is suggested that the Congress for the Participation of People living in Vulnerability be held. This way, excluded people can also give their opinion about how social policies have affected their lives.

At the end of 2010, there would be a national Seminar or Forum where the lessons learned would be presented (joint report with the Lisbon strategy, conclusions about the different seminars held, conclusions about the participation conference, conclusions about the active inclusion conference, etc.) and the strategy to be developed in the next few years would be proposed.

*Proposals for the follow-up and assessment of Plans for Social Inclusion.*

About this topic, as it was mentioned before, this Seminar with NGOs on assessment and proposals of the NAP/Inclusion seems to be a suitable instrument that provides some adaptation in terms of time and shape for the follow-up and assessment of the NAP/Inclusion. This way we suggest including these Seminars as a means to carry out follow-up and assessment of the NAP/Inclusion, as well as a method that is coherent with the Open Method of Coordination.

Along the same lines, it makes a very positive assessment of the process developed through the ‘Questionnaire for the assessment of the National Action Plan on Social Inclusion 2006-2008 and Proposals for the new plan 2008-2011’ sent to over 500 social entities, and the Report issued about it, as well as the convenience in using similar instruments for the assessment of National Plans. Regarding this last aspect, some relevant self-criticism was made about the little participation and involvement of NGOs when it came to answering the questionnaire, so it was agreed that it be revised and improved for the next NAP/Inclusion.
III. PROPOSAL OF THE GROUP FOR SOCIAL INCLUSION AND EMPLOYMENT OF THE NATIONAL COUNCIL FOR SOCIAL ACTION NGOs

The Group for Social Inclusion and Employment of the National Council of NGOs gathered at the end of the Seminar, which was attended by most of its members, in order to discuss the items of the Agenda about the conclusions drawn at the previous Seminar.

In connection with this, the Group assessed the work done and adopted the Conclusions extracted from the debate held at the Workshops - adapting them - and agreed to take them to the next meeting of the National Council of Social Action NGOs for their approval, which meant a contribution from the State Council to the National Action Plan on Social Inclusion 2008-2010.