EMIN Context Report
SPAIN

Developments in relation to Minimum Income Schemes

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What is EMIN?

The European Minimum Income Network (EMIN) is an informal Network of organisations and individuals committed to achieve the progressive realisation of the right to adequate, accessible and enabling Minimum Income Schemes. The organisations involved include the relevant public authorities, service providers, social partners, academics, policy makers at different levels, NGOs, and fosters the involvement of people who benefit or could benefit from minimum income support.

EMIN is organised at EU and national levels, in all the Member States of the European Union and also in Iceland, Norway, Macedonia (FYROM) and Serbia.

EMIN is coordinated by the European Anti-Poverty Network (EAPN). More information on EMIN can be found at www.emin-eu.net

What is the Context Report?

In 2014 individual Country Reports were produced under the EMIN project which outlined the state of development of Minimum Income Schemes in the country concerned. These reports also set out a road map for the progressive realisation of adequate Minimum Income Schemes in that country. These Country Reports can be found on www.emin-net.eu (EMIN Publications). This Context Report gives an update on developments in relation to Minimum Income Schemes in SPAIN since the publication of the Country Report.

Acknowledgements:

Author of Report: Graciela Malgesini Rey, EMIN Coordinator in Spain.

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The information contained in this report does not necessarily reflect the official position of the European Commission.
Definitions used in the EMIN Project

**Minimum Income Schemes** are defined as, income support schemes which provide a safety net for those of working age, whether in or out of work, and who have insufficient means of financial support, and who are not eligible for insurance based social benefits or whose entitlements to these have expired. They are last resort schemes, which are intended to ensure a minimum standard of living for the concerned individuals and their dependents.

**EMIN aims** at the progressive realisation of the right to adequate, accessible and enabling Minimum Income Schemes.

**Adequacy** is defined as a level of income that is indispensable to live a life in dignity and to fully participate in society. Adequate Minimum Income Schemes are regularly uprated to take account of the evolution of the cost of living.

**Accessible** is defined as providing comprehensive coverage for all people who need the schemes for as long as they need the support. Accessible Minimum Income Schemes have clearly defined criteria, they are non-contributory, universal and means-tested. They do not discriminate against any particular group and have straightforward application procedures. They avoid:

- institutional barriers such as bureaucratic and complex regulations and procedures and have the minimum required conditionality,
- implementation barriers by reaching out to and supporting potential beneficiaries personal barriers such as lack of information, shame or loss of privacy.

**Enabling** is defined as schemes that promote people’s empowerment and participation in society and facilitates their access to quality services and inclusive labour markets.
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Section 1: Evolution in laws and regulations regarding national (or regional/local) minimum income schemes

This section indicates changes to the main minimum income scheme in the country since the EMIN1 project ended in 2014, in particular changes to schemes that were dealt with in the EMIN1 project. In countries where several minimum income schemes coexist, please give priority to minimum income schemes for the working-age population. The country report from the EMIN 1 project is available at https://emin-eu.net/emin-publications/

Changes in the legislation and regulations governing minimum income schemes in your country with regard to:
- Eligibility conditions (lack of sufficient resources, age requirements, residence...)
- Conditionality of the benefits (willingness to work, other conditions related to personnel attitude of recipients...)
- Levels of payment, uprating
- Links with other benefits
- Governance of the schemes?

The Ministry of Health, Social Services and Equality is carrying out a research project "Review of the minimum income schemes in Spain from the perspective of cost-effectiveness, VS/2015/0180", financed by the European Commission (EaSI Programme). Its objective is to thoroughly review the minimum income guarantee system in Spain based on the records of the different administrations responsible for the benefits, to define the potential improvements that should be carried out from the perspective of the offered coverage, their articulation and their adaptation to current and future needs, both in terms of poverty reduction and of stimulating labor participation.

According to the results of this research, carried out during 2015 and 2016 (still unpublished), the minimum income system in Spain consists of four levels of benefits aimed to respond to insufficient income:

- Subsidies and programmes for the temporarily unemployed.
- Benefits designed to protect in case of work incapacity.
- Supplementary benefits aimed to provide wider financial protection.
- Regional Minimum incomes in Autonomous Communities.

It is a complex system where different administrative levels take part in management, design, regulatory capacity and funding. The Spanish system has been growing keeping pace with the economic cycle. It has nearly reached an annual volume of EUR 20 billion. There are many beneficiaries (just below 6 million recipients).

1 Researchers: Luis Ayala Cañón (Universidad Rey Juan Carlos), José María Arranz / Carlos García Serrano (Universidad de Alcalá) and Lucía Martínez Virto (Universidad Pública de Navarra)
The Spanish Minimum Income System represents about 1% of GDP.\(^2\) The crisis introduced a freeze on the already inadequate amounts for nearly all minimum income programmes. Although such amounts have some impact on severe poverty they are unable to reduce relative poverty\(^3\). There are three major milestones in their evolution: unemployment benefits were introduced in the 80's, non-contributory pensions and minimum income in the 90's and in 2008 spending increased but it remains slightly below pre-crisis levels.

The main objective of Income Guarantee Systems is serving as a final financial safety net in the fight against poverty. The Spanish system suffers from important shortcomings due to low payable amounts and to problems covering vulnerable populations. Those factors caused poverty in Spain to increase more than in most EU countries during the crisis. The main reason for the above is that spending and scope (coverage rates) came to a halt. In fact, cash benefits -as a whole- result in nearly a 50% reduction in poverty\(^4\). Nevertheless, the role of the MI System in that reduction is very limited.

In general, the Spanish MI System is a fragmented model with regional inequalities. It also lacks homogeneous criteria. The regulations governing the varied types of aid are not consistent. Benefits' ability to provide protection is varied across the different modalities as are the criteria and requirements in the conditionality related to employment. The way the systems have been built up over time has brought about problems in the articulation of the different benefits and between the administrations in charge of their management. Child benefits provide wide, but weak coverage for nearly one million families, but the annually payable amount is very low.

In Spain, the spending allocated to unemployment is over-represented compared to the rest of categories of social spending. Because of continued unemployment (2008-2013) and structural job rotation many recipients have moved from contributory benefits to social assistance schemes. The System has become overburdened. In 2010, the number of people on assistance benefits exceeded that of recipients within the contributory modality.

The MI system in Spain resembles fragmented patchwork. It provides low-intensity protection and has small capacity in terms of reduction of relative poverty. As for the regional minimum insertion income schemes established by Autonomous Communities, there is a wide diversity of regulation criteria and a great deal of discretion.

Benefits fail to be adequate. Considering how payable amounts compare with minimum wage, GDP per capita or poverty thresholds, the overall bottom line is that there is a serious lack of effectiveness due to how low the amounts are.

\(^2\) The Basque Country, Andalusia, Madrid and Catalonia account for 59% of the total number of units benefiting from minimum incomes. 64% of total spending is concentrated in these communities. The recipient average profile is as follows: Prevalence of women (60%), Spanish (65%), age in the central sections of 25-55 years (77%), primary or lower educational attainment (67%) and unemployed %).

\(^3\) These conclusions come from the research’s results ("El sistema de garantía de ingresos en España: tendencias, resultados y necesidades de reforma", leaded by the Ministerio de Sanidad, Servicios sociales e Igualdad.)

\(^4\) idem
Generally, there is little coordination between income guarantee schemes, employment services and social services. Except for some Autonomous Communities (Basque Country and Navarre among them), most of the regions do not have a common database and cannot provide a fully integrated inclusion pathway for beneficiaries, through a joint work done by the Social Services and the Employment Services. This issue has been recently addressed by a EC Conference in October 2016. Furthermore, public expenditures do not go for more than 10% of the total employment budget, for those who are farthest from the labor market (“protected employment”).

Foreign experts invited to reflect on these matters within the aforementioned project highlighted two major problems regarding the MI system in Spain: high unemployment rates (that pose financial difficulties for the social protection system and block or hinder access to the labor market) and the fact that the protection given by child benefits is low. As for unemployment assistance benefits, a majority of recipients are on such benefits for a very short time but in repeated occasions, another large group is not on it so often but remains for longer periods, a smaller group is on for longer periods of time (about 10%; the proportion might be higher or lower depending on the economic cycle).

The project has developed a longitudinal database based on the administrative records of the SEPE (public employment service), together with all the subsidies from 2007 to 2014. The results are as follows: The results are as follows:

- There is a confirmed increase in the number of registered recipients of all types of assistance benefits (admissions have tripled).
- The longer the period granted on the assistance benefits the longer the average time in receipt. Recipients that have been granted a short-time allowance (< =180 days) tend to stay on it until it expires (70%-80%). On the other hand, longer-terms recipients show greater diversity. On average, the beneficiaries spend 25% -30% of the period (seven-eight years) under cover of welfare benefits. There is a majority group that remains very short periods, although they relapse several times. Another group, also important, relapses less, but for a longer time. A third, smaller group spends longer periods in the benefits system (around 10%, being higher or lower depending, on the economy). In the analyzed period, there has been an increase in the number of discharges of recipients in all types of subsidies (new registrations have tripled).
- Labor integration of people receiving unemployment assistance tends to increase with the potential term of the benefit. It is low for those on short-term benefits (they tend to exhaust the term) and higher for those on long-term benefits.
- On average, recipients stay unemployed longer than non-recipients. However, two aspects should be highlighted: firstly, the influence of certain characteristics (special

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5 Conferencia "Fortaleciendo la coordinación entre los servicios de empleo y los servicios sociales en España: experiencias y nuevas oportunidades", Employment, Social Affairs & Inclusion, Brussels, 27-28/10/16 Conference conclusions available at ec.europa.eu/social/BlobServlet?docId=16749&langId=es
6 Anne Van Lancker, Independent Researcher, Ides Nicaise (University of Leuven, Belgium), Walter Hanesch (University of Darmstadt, Germany), Jonathan Bradshaw (York University, United Kingdom).
vulnerability features), and secondly, the fact that the effect tends to cease in the mid-term (after one year).

Regarding Regional Minimum Insertion Income schemes established by Autonomous Communities, the following is observed:

Regional Minimum Insertion Income Schemes are exclusively managed by Autonomous Communities and they account for 6% of total social spending. They have been widely extended from 100,000 households in the mid-2000s to 260,000 and 320,000 households in 2013 and 2014 respectively. Spending rose to EUR 1.35 billion in 2015; 65% concentrated in four autonomous regions (Basque Country 36%, Catalonia 13%, Madrid 9% and Asturias 7%). There are important inequalities across autonomous communities in terms of approaches, coverage and regulations.

The recipients' typical profile (poor educational attainment, large representation of one-person and single-parent households) has evolved as a result of the change in the economic cycle and the severity and duration of the crisis and shifted to more immigrant population, growing number of households without social problems, with more children and with greater family stability.

The vast majority of recipients have previously exhausted other contributory and assistance benefits as well as special employment programs such as PAE or PREPARA or other benefits like RAI (at the Social Security level).

There is a significant number of people who enter and stay in the programs for a very long time (over 5 years). Additionally, 25% of those currently in the programs were admitted more than 4 years ago and there is a high rate of readmissions (40% of former recipients returned to the programs).

Labor integration measures for those on regional minimum insertion incomes are limited, poorly resourced and with little continuity and flexibility. Despite that, 20% of recipients find a "successful" way out (access to employment or financial independence). The integration network is fragmented and little coordinated with social and employment services. Additionally, active policies targeted groups with severe employability difficulties are hardly effective.

Certain activities overlap in the first phases of the itineraries (orientation, etc.) and absence of employment measures in the later stages (prospecting, design offers, promotion of employment, etc.)

Recommendations for improvement include: simplifying cash benefits in their design and articulation (easier and more homogeneous administrative procedures, less exclusion regulations, easier and revised access); Aligning benefits capacity with the labor market so as to promote labor integration (bigger budgets, higher levels of financial protection, adjustment to income thresholds in the different regions, better coordination between active and passive
policies, more resources, restructuring expenditure, support for collaboration between Social Services and Public Employment Services).  

1. REGIONAL SCHEMES

Spain has a multi-layered system of minimum income, comprising schemes implemented by the regional governments, and others depending on the Social Security, at the state level. Since 2014 (last EMIN report) there has been an impressive amount of changes in regional legislation. In general terms, most of these changes meant a more extended coverage and an increased budget. However, complexity and diversity in requisites and conditionality have raised as well.

The Ministry of Social Affairs Annual Report - published in 2017 with data from 2015 - shows some features of the regional schemes. This analysis will be completed with the recent changes in legislation, from 2014 onwards, which emphasize the trend towards and increased heterogeneity.

1.1. Main Features of the Regional Schemes

Amounts

In relation to the maximum amount, it is noteworthy that there are two basic references for the benefit perceived by the family or coexistence unit: the SMI (Inter-professional Minimum Salary) and the IPREM (The Public Indicator of Multiple Effects Income is the benchmark in Spain for the allocation of aids and subsidies based on income). These totaled € 648.60 and € 532.51 respectively in 2015.

• The average of the minimum amount is € 435.80, which is 67.19% of the SMI for the year 2015 (€ 420.63 per month for the year 2014)

• The maximum amount is € 671.54, which is 103.54% of the SMI corresponding to the year 2015.

• The monthly maximum amounts correspond to Navarre (972.90 euros) and the Basque Country (950.04 euros).

• The minimum amounts to Ceuta and Murcia, with 300 euros per month.

Duration

The duration of the service is usually between 6 and 12 months, which can be extended in most cases. There are three Autonomous Communities, Asturias, Castilla y Leon and Madrid, which do not set temporary time limits in the perception of the benefit, as long as the conditions of access to said service are maintained.

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7 This part of the Report is based from the Project’s findings, presented as draft conclusions in 2016.

Other complements to RMI
They exist in 8 of the Autonomous Communities and in the City of Ceuta.

Conditions of access
- The minimum age is usually 25 years;
- The previous existence of the unit of coexistence, or family, is usually 6 to 12 months.
- As for the Registration requirement, there are three situations that are usually the most common in the Autonomous Communities: being registered and effectively residing in the region for at least 12 or 24 months.

Social and labor activation
Thirteen Autonomous Communities have measures where MIS are combined with active labour market policies. These types of measures are carried out from Employment and/or Social Services.

Recipients and family
- The holders of these benefits were 323,406 people (22.37% more than in 2014).
- There were 193,848 women and 129,558 are men, 59.9% and 40.1% respectively.
- Dependent members reached 466,266 (32.23% more than in 2014), 252,269 were women and 213,997 men.
- The total number of beneficiaries + people dependent on regional minimum income schemes in 2015 was 789,672 (28% more than in 2014), of which 446,117 were women and 343,555 men, 56.5% and 43.5% respectively.

Sociodemographic profile
- Origin: 75.7% were Spanish and 24.3% of foreign nationality
- Type of family unit: bi-parental, single-parental and unipersonal
- Higher risk groups: single-parent families and the homeless in severe social exclusion.
- Age: the majority age group is between 35 and 44 years old, followed by those between 45 and 54 years old. It is notable the presence of recipients under 18 years, 211,367 in total.
- Educational Level: the groups of primary studies and that of the Compulsory Secondary School - Social Guarantee. There are 11,972 university students or postgraduate students who were also recipients, of whom the majority (7,298) are in the Basque Country, followed by Madrid (1,362).
- Housing: mostly rented.

Expected expenditure
- In 2015, it stood at 1,359,577,190 euros, assuming an increase of 16.50% compared to 2014.
- The Basque Country accounted for 35.9% of the overall expenditure in Spain. They were followed by Catalonia (12.82%) and Madrid (8.93%).

Coverage rate with respect to the standard (total recipients per 1,000 inhabitants)
- Twelve Autonomous Communities and the city of Melilla exceeded the ratio of 10 per 1,000 inhabitants.
- The average coverage rate was 18.92 per thousand inhabitants.
- The maximum coverage corresponded to the Basque Country (68.93 per 1,000 inhabitants).
- The minimum rate corresponded to Murcia, with 8.91 per 1000 inhabitants.
### Table 1  Minimum Income levels and expenditures in 2015

<table>
<thead>
<tr>
<th>COMUNIDAD AUTÓNOMA</th>
<th>CUANTÍA MÍNIMA (Titular/mes)</th>
<th>CUANTÍA MÁXIMA (Unidad Familiar)</th>
<th>GASTO ANUAL EJECUTADO</th>
<th>GASTO ANUAL POR TITULAR PRESTACIÓN</th>
<th>GASTO ANUAL POR TOTAL PERCEPtores</th>
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<tr>
<td>ANDALUCÍA</td>
<td>452.73</td>
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<td>ARAGÓN</td>
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<td>442.90</td>
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<td>3.100.43</td>
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</tbody>
</table>

Notes: Comunidad Autónoma: Region / Cuantía mínima (Titular/mes): Minimum Amount (Recipient/Month) / Cuantía máxima (Unidad Familiar): Maximum Amount (Family Unit) / Gasto anual ejecutado: Annual Expenditure / Gasto anual por titular prestación: Annual Expenditure for Recipient / Gasto anual total perceptróes: Overall Annual Expenditure

1.2. Changes in Legislation at the Regional Level

**Asturias**

The Law of the Principality of Asturias 4/2005, of 28 of October, of Basic Social Wage, was modified in January 2015.⁹

The **Basic Social Wage** is a periodic, differential, complementary and subsidiary economic benefit of any other type of resources, rights, income of goods and economic social benefits provided in the current legislation, addressed to people who do not have sufficient economic resources to cover their basic needs. It is based on the economic unit of independent coexistence.

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⁹ [http://noticias.juridicas.com/base_datos/CCAA/as-l4-2005.html](http://noticias.juridicas.com/base_datos/CCAA/as-l4-2005.html) and [https://sede.asturias.es/portal/site/Asturias/menuitem.46a76b28f520ecaaaf18e90dbbb30a0a0/?vgnextoid=ae94438ac767f010VgnVCM100000b0030a0aRCRD](https://sede.asturias.es/portal/site/Asturias/menuitem.46a76b28f520ecaaaf18e90dbbb30a0a0/?vgnextoid=ae94438ac767f010VgnVCM100000b0030a0aRCRD)
It is granted exclusively for the alimentary purposes established in article 142 of the Civil Code, indispensable for the “sustenance, rooming, dress, medical assistance, education and alimentary provision”.

Their perception is conditioned to the subscription of a personalized program of social incorporation, in which actions will be established regarding the psycho-social and personal coexistence, educational-training, socio-sanitary and labor insertion.

Requirements
1. To be EU citizens, registered in any of the Asturias councils, or homeless persons in a situation of social emergency. Also, non-EU citizens who live in the Principality of Asturias in a situation of regular residence, as well as refugees and stateless persons who have recognized such status.
2. Be over 25 years of age, or under 18, provided any of the following situations:
   - Orphanhood;
   - Disability recognized to a degree equal or superior to 45%;
   - To have children or other dependents;
   - To accredit a similar or permanent marriage or affective relationship, under the terms provided for in the regional legislation on the subject;
   - To be a victim of domestic or gender-based violence;
   - To have been staying in juvenile institutions until the age limit, in specific centres for offenders or in penitentiary institutions.
3. To prove effective and uninterrupted residence in the Principality of Asturias, for a minimum of two years prior to the filing of the application, in the same council or in different councils in succession. This requirement will not be applied to the following groups:
   - Emigrants who returned to Asturias and enjoy political status as “Asturians”, in the terms established in the Statute of Autonomy of the Principality of Asturias;
   - people from other Autonomous Communities for situations of gender violence that are admitted to the Asturian network of shelters.
4. To constitute an independent economic unit of coexistence, from at least 6 months prior to the application.
5. To have previously requested, from the persons and organizations concerned, the pensions and economic benefits to which any member of the household is entitled, including legal actions for non-payment of alimonies.
6. For members of the economic unit of coexistence whose age, health and family situation allow them to exercise a professional activity, the perception of the basic social wage will be subject to the active search for employment.
7. Lack of economic resources (superior to the modules established in art. 4 of Law 4/2005, of October 28).
8. At the time of the application, written commitment to a personalized program of social incorporation, which must be made effective within one month from the date of receipt of notification of the benefit, unless there is a cause for exemption.
9. Not to be part of an economic unit of coexistence in which there already exists a person with a basic social wage.
**Condition**

The basic social wage is a differential economic benefit, subsidiary and complementary to any other economic resource. Therefore, it is necessary to have exhausted all the benefits to which the applicant could be entitled. In case of having resources, to not exceed the limits established for each economic unit of coexistence (EUC).

**Amounts**

The amount of the basic social wage is determined by the number of people who are part of the economic unit of coexistence (EUC). The amounts are contained in the budget laws of the Principality of Asturias of each year. Currently, these amounts are:

- For a single person, a basic module of **442.96 euros** per month.
- For EUC of two people: **540.41 euros** per month.
- For EUC of three members: **611.28 euros** per month.
- For EUC of four members: **682.14 euros** per month.
- For EUC of five members: **713.16 euros** per month.
- For EUC of six or more members: **730.88 euros** per month.

These amounts will be increased by 5 percent in cases where the corresponding independent economic units include at least one person who has a recognized degree of disability equal to or higher than 45 percent (a degree of dependence recognized by agreement with law 39/2006, of 14 December, on the promotion of personal autonomy and care for people in situations of dependency), an age under 25 years or an age over 64 years.

**Estremadura**

The Law 9/2014, October 1st, regulates the Extremadura’s Basic Income of Insertion. It is an economic, social and labor insertion scheme, which is granted to people who are at risk and social exclusion. It has a duration of one year, extendable whenever it is requested during the three months before the end of the same. The minimum amount of aid is around **420 euros**, and will increase according to the number of members forming the family unit. On the other hand, if necessary, an individualized insertion project will be created to facilitate access to the labor market. Currently, more than 7,000 people receive this Basic Income.

**Condition**

The purpose of the Extremadura’s Basic Income of Insertion is to guarantee those who are in situation or risk of social exclusion the attention of their basic economic needs, and to promote their social and labor integration, through the actions that are determined in the Individualized Insertion Project. Their perception will be conditioned to the fulfilment of the obligations contained in the mentioned project.

**Recipients**

Individuals who are in a situation of exclusion or at risk of exclusion, that is, those who lack the necessary resources to cover their basic needs, and are in a state of personal difficulty.

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Likewise, those who already had the right to the Extremadura’s Basic Income from previous years may also be beneficiaries.

Requirements

- Be registered and legally resident in a municipality of the Autonomous Community of Extremadura, and have done so at least during the year immediately prior to the date of submission of the application.
- This previous period of residence will not be demanded to Emigrants from Extremadura, nor to foreign refugees or asylum-seekers in process, nor to those authorized to stay in Spain for humanitarian reasons.
- To be in a state of personal or social difficulty determining exclusion, or risk of exclusion, which constitutes a special difficulty for their integration in the labour market (and that is considered as such by the competent social services).
- To be at least 25 years of age before submitting the application for assistance, and set up a family unit of coexistence for themselves or with dependents. It will suffice to be of legal age prior to the submission of the application in the following cases:
  1. When the applicant has relatives in his care with whom he constitutes a family unit of coexistence.
  2. When both parents of the applicant have died.
  3. When the requesting person comes from Child Protection Institutions.
  4. When the applicant has lived independently for at least two years before the application (tested).
- Lack of sufficient financial or patrimonial resources to cover basic needs. Not to receive any of the pensions or public benefits which are declared incompatible.
- Do not reside in centres belonging to institutions or entities that are obliged to attend to the basic subsistence needs of their residents, nor to be permanently admitted to a residence or centre of a social, sanitary or social, public or concerted character. This requirement does not apply to women victims of gender-based violence or family abandonment residing in the reception areas of the Autonomous Community of Extremadura, or to users of residential support centres for persons without temporary residence.
- In some cases, it will be a requirement to access the benefit, to provide a list of all the relatives living together, as well as express consent of those who are holders of any type of public assistance that could be affected by the recognition of the Extremadura’s Basic Income of Insertion.

Those who are not entitled to the Extremadura’s Income of Insertion are:

- Those who, in the 6 months prior to the request, had voluntarily ceased work in an employed position.
- Those who in the 6 months prior to the request had rejected an adequate offer of employment or training for employment carried out by the public employment services.
- Those who are unemployed and fulfilling the requirements to access benefits or unemployment benefits of any kind, and would not have asked the corresponding unemployment insurance.
- Those who meet all the necessary requirements for access to retirement pensions, in their contributory or non-contributory modalities, permanent incapacity, also in their contributory or non-contributory modalities, or widowhood, and would not have asked the corresponding pension.
The Decree 61/2010 that regulated the Guaranteed Income of Citizenship of Castile Leon, has been modified by the Decree 1/2014 of 27 February, the Law 1/2015 of 4 of March, and the Law 4/2016 of 23 December.\footnote{https://www.tramitacastillayleon.jcyl.es/web/jcyl/AdministracionElectronica/es/Plantilla100Detalle/1251181053840/Ayuda012/1284151434773/Propuesta}

The purpose of the RGC is to provide the necessary means and supports to meet the basic subsistence needs and to promote the integration of those who are in a situation of social exclusion.

The Guaranteed Income of Citizenship (RGC) is a social benefit, of an economic Condition and periodic perception, which is basically configured as family income. It is subsidiary to any provision of any public protection system, in such a way that the applicant must have requested and previously exhausted their perception.

The RGC complements the overall family income to the amount that corresponds. However, it will not supplement it when the applicant of the RGC is the holder of Social Security benefits or any other public protection system (meaning an incompatibility with the state system)

According to the recent reforms, the RGC is conditioned to the fulfilment of the requirements, and to the subscription of an Individualized Insertion Project.

**Requirements**

1. Legal residence and address in Castile and Leon with for at least one year, or Registration in Castile and Leon with at least one year.

Exception:
- Returned Castillian Leonese emigrants
- Women victims of gender violence
- Situations of extreme need
- Foreign refugees or asylum seekers

In the case of applicants housed in spaces that are not recognized as dwellings, it will suffice to prove such situation in the social report and justify the permanence in some municipality of Castile and Leon, for at least one year.

2. Age between 25 and that age that allows access to contributory or non-contributory benefits.

Exception:
- Persons under 25 years of age:
  - Who have been independent of their family of origin for three years, two of whom have been registered in social security
  - With dependents
  - Who have been under the custody of the administration
  - Orphans of father and mother without right to pension
  - Female victims of gender violence who are emancipated minors or adults
• Minors emancipated and adults, when the members of their family of origin with whom they live, enter a centre that meets their subsistence needs.
• Those who have not been under the protective action of the Administration during their minority of age, but that are being cared for in centres for incomeless young people, publicly funded.

• Over 65:
  • Emigrants returned to Spain without a right to a pension, by not fulfilling the requirement of prior legal residence in Spain
  • Who lack of sufficient economic or patrimonial means to meet basic subsistence needs
  • Who are not recipient of public services.

**Amounts**

• The basic amount of the benefit is 80% of the Public Indicator of Multiple Effects Income (IPREM).
• For each member of the family or coexistence unit, other than the holder, a supplement will be recognized established in the following amount:
  - First member: 25% of the basic amount
  - Second member: 15% of the basic amount
  - Third member and following: 10% of the basic amount
• The maximum amount of the benefit will be 130% of the IPREM.
• If the family unit has income and pays for rent or purchase of protected housing for direct promotion, the amount of RGC will be increased by the amounts paid, up to the maximum amount that could correspond.
• The same treatment will be given to the amounts paid in the case of alimonies, when they are being paid.

**La Rioja**

On April 24th 2017, the Parliament of La Rioja unanimously approved the law of "Citizenship Income". With an amount of 420 euros (which are supplemented according to the family’s composition) it is conceived as "the last network of social protection".  

The president of the Government of La Rioja, Mr. Jose Ignacio Ceniceros, has considered that this Citizenship Income is conceived as “a right”, which will help "who have suffered more rigorously the crisis" to get ahead with their lives. It is, he said, "the most important social law of the legislature."

Approved after twenty months of work, with the political parties, social actors and civil society organizations’ participation. One of its main characteristics is that it does not establish a waiting period to access it, once the unemployment benefits have been exhausted.

The amount has been established at the eighty percent of the Public Indicator of Multiple Effects Income (established at 532.51 euros per month in 2017), to which a supplement of

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twenty percent of the IPREM is added for the first member, fifteen for the second, and ten for the following family members.

**Navarre**

The Guaranteed Income of the Autonomous Community of Navarre currently benefits approximately 30,000 people, grouped in 12,000 family units.\(^{13}\) It was established by a Law of November 3, 2016, which regulates the rights to Social Inclusion and Guaranteed Income.

This social benefit consists of an economic amount that varies according to the number of people who form the family unit and the income they receive. A person who lives alone and does not have any type of income will receive 600 euros, which is the minimum. This amount can increase up to 1,200 euros, if there is a larger number of family members. However, it can also decrease to a minimum of 60 euros, if other income is received.

In order to be entitled to the Guaranteed Income, the following requirements must be met:

- Be over 24 years old, or younger if emancipated for at least two years.
- To have two years living in Navarre. It could also be reduced to one year, if there are minors or people with a disability above 65% within the family.
- Lacking sufficient means to cover basic needs. It is considered that there is a shortage when the economic capacity of the applicant and the other family members is lower, altogether, to the amount of the Guaranteed Income that may correspond to that household.
- To have already applied for all benefits, food allowances, compensation or other aid that other administrations could provide.

**Galicia**

The Galician Law established the RISGA, an acronym for Galician Social Inclusion Income. After four years of changing the law (2013), in May 2017 the government approved that they will allow to complete the payroll of the person who receives this benefit up to **954 euros**.\(^ {14}\)

The personal and family section will guarantee a minimum amount to cover the basic needs of the beneficiaries, who must comply with an agreement for the socio-educational integration of children living together, when community social services see it as necessary to guarantee their welfare and social rights.

This amount is annual and can be extended. In addition, for the first time, it includes "explicitly" the commitment of a concrete intervention with minors.

The insertion section will focus on the integrative vocation and its beneficiaries will have to follow an itinerary oriented to the labor insertion, which also includes training actions. This stretch will last 18 months.

Finally, the beneficiaries of the tranche of employment will receive an amount during their first six months of work, that will gradually be reduced.


In addition to reducing red-tape, the new regulation also modifies the social emergency aid (AES), now known as social inclusion aid (AIS) and will start to finance new aspects. Thus, in addition to covering situations of serious emergency, it will also finance accompanying actions or reinforce support measures of the RISGA’s different sections.

The text also encourages inclusion enterprises and their recognition, as well as the adoption of other measures of social inclusion, such as positive discrimination actions in active employment policies.

**Balearic Islands**

In the Balearics Islands, there is a new Law 5/2016, of April 13, of **Guaranteed Social Income**.15

The amount of this benefit is established according to the number of members that form the family unit, the minimum amount being around **430 euros**, which can reach a maximum of 776 euros, when it is 7 or more people.

This scheme is directed to families of a minimum of 2 members, either a couple, a parent and child, an aunt who lives with his niece, etc., with no income or minimum income. It is estimated that in 2016 some 3,000 families have perceived this GSI.

To access the Guaranteed Social Income, the following requirements must be met:

- Be registered in the Balearic Islands and have lived there for a minimum of 3 years, 2 of which must be effective.
- Lack of income, unless they come from occasional emergency aid, dependent children, dependency, family allowances, rent aids or certain scholarships.
- That the family is formed by at least two members and that none of them have waived an adequate offer of employment or have applied for voluntary leave at work during the previous three months.

If one of the family members starts working, it will be necessary to pay attention to the salary. If half of the salary does not exceed the minimum amount established, the Guaranteed Social Income can continue to be collected for a further 6 months, but the amount will decrease.

**Autonomous City of Ceuta**

In May 19th 2017, there was a new change in the Law that regulates the Minimum Income of Insertion.16

This is an economic benefit, which is accompanied by a possible personalized support for labor and social integration in Ceuta. It is meant to combat a situation of economic need and tend to the labor insertion of the people who need it.

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16 [http://www.ceuta.es/ceuta/46-paginas/paginas/normativa/135-reglamento-del-ingreso-minimo-de-insercion-de-30-de-septiembre-de-2010](http://www.ceuta.es/ceuta/46-paginas/paginas/normativa/135-reglamento-del-ingreso-minimo-de-insercion-de-30-de-septiembre-de-2010)
It is granted during the period of one year, renewable, and the amount to be received for this assistance will be determined based on the number of members that form the unit of coexistence and the amount of resources or income received.

Requirements

- To be between 25 and 65 years old, with exceptions.
- To be registered and legally resident for one or two years in the Autonomous City of Ceuta.
- The economic resources of the unit of coexistence should not exceed the amount that corresponds, according to this Minimum Income scale.
- Having requested the benefits or assistance that may correspond.
- To be registered, in general, as job seeker

Are not entitled to this Minimum Income:

- Those who requested - in the last twelve months- the voluntary discharge in work.
- If the requesting person is in a situation of voluntary leave, unless he/she proves that the re-entry has been proposed or denied once the reinstatement to the active service has been requested.
- If the petitioner who is legally entitled to receive an alimony from his or her spouse or other related relatives, does not receive it, and has not filed a legal claim.
- If the applicant is admitted to a correctional institution or sentenced by a final judgment.
- If the applicant, having the right to any type of public or private benefit, does not release it or lose it for reasons attributable to itself. In this case, the person will not be able to apply for the benefit of IMIS until the full period of time in which he/she have enjoyed the non-requested or lost benefit has elapsed.

Catalonia

The Department of Labor Social Affairs and Families and the promoters of the Popular Legislative Initiative (PLI) for a Guaranteed Citizenship Income have signed the agreement that will make it possible to process a law in the Parliament of Catalonia to guarantee this new right.

The Guaranteed Income of Citizenship is now a law passed by the Catalan Parliament, and is expected to start its application in September 15th 2017. During this first phase, it will comprise “85% of the benefit”. Implementation will take place over four years, until April 2020, when all beneficiaries will get 100% of the total amount. During this time, a commission will follow up to evaluate the application and modulate the changes needed to make it effective.

Representatives of federations and third sector entities, PLI promoters, employers, trade unions (UGT and CCOO), and municipal entities were present at the signing of the agreement (Federation of Municipalities of Catalonia and Catalan Association of Municipalities), and this new scheme has a good level of acceptance from social actors, in general.

The Guaranteed Income of Citizenship will be available to those people over 23 years old, with two years of residence in Catalonia, who have exhausted all the benefits, but with a limit according to their patrimony. There are some compatibilities with social assistance, such as
those benefits derived from the law of dependency, as well as transportation and school canteen credits for children.

Another exemption in the agreement is for single-parent families with part-time contracts that have a lower income than the Catalan Sufficiency Income Indicator (Renta de Suficiencia de Cataluña - IRSC). These families can receive the benefit until reaching this limit.

People who want to get the Guaranteed Citizenship Income will have to apply through the offices of the Public Employment Service of Catalonia. The Department of Labor will draw the plan for labor insertion and, if necessary, the transfer towards social services.17

Condition

- The RGC replaces the Minimum Insertion Income (RMI), a monthly payment of 426 euros, also known as PIRMI.
- The RGC is an economic benefit of a subjective nature-it does not depend on the autonomous budget lines-, destined to individuals or family units without income, or with income below the Catalan Income Sufficiency Index (IRSC), which currently stands at 569.12 euros per month and 7,967.73 euros per year, and that meet the other requirements stipulated to receive the benefit.
- The project, in addition to providing financial assistance, includes a socio-labor insertion plan for people to go ahead and be empowered, in the line of work done by Social NGOs in recent years: a model of assistance in which the person is the center of the action and the protagonist of its integral development.
- The RGC will have a fixed amount and a complement conditioned to the social and labor insertion plans of 150 euro. In addition, the RGC will be completed with other benefits, state and autonomous subsidies for those who do not reach the ISRC, even with a supplement.

Recipients

- All persons over 23 years old with no income, or income below ISRC, who are registered and have resided continuously in the last two years in Catalonia. Also, those persons over 18 with minors or disabled persons in charge, orphans, as well as victims of domestic violence.
- The approximately 27,000 people receiving the Minimum Insertion Income will automatically begin to receive the GCF in September -only half a month-, along with non-contributory pension beneficiaries who already receive a complement from the Generalitat.
- Individuals who receive a non-contributory pension inferior to the ISRC or other subsidies and do not currently receive the complementary aid of the Generalitat will have to make the request to receive the complement that assures them to arrive at the fixed amount of the RGC.

17 http://web.gencat.cat/es/actualitat/detall/Acord-per-la-Renda-Garantida-de-Ciutadania
• Also, eligible for RGC are single-parent family units with work earnings or a partial part-time job with a salary lower than the ISRC fixed for these cases, of 639 euros per month.

A follow-up commission will be formed, composed of the Government, trade unions, employers and social NGOs that will evaluate the implementation of the RGC and will decide in which cases people with low labor incomes are entitled to the RGC.18

Valencia
The plenary session of the Consell, the Valencian Parliament, approved on March 30th the preliminary draft law on Valencian Income for Inclusion, which will provide this benefit for about 95,000 people up to 2020 (the year in which its last phase of implementation will take place).19

Mrs. Mónica Oltra, Vice President and Minister of Equality and Inclusive Policies in the Comunitat Valenciana, explained that the future rule will replace the current Guaranteed Income of Citizenship with different types of benefits:
• A “supplementary benefit”, for those who do not reach 80% of the Inter-professional minimum wage;
• A second one, named as “Social Inclusion”, which will be granted based on an individual assessment of the applicant, and will vary according to various aspects.

The amount will be 532 euros in the case of a single recipient, compared to the current 385 euros, both in cases when the person does not need an itinerary of insertion or accompaniment, or in those cases that it is required. In the latter situation, if the applicant does not accept the itinerary, he or she will keep the benefit, but only up to 266 euro.

Among the novelties of the preliminary draft regarding the current scheme - which now must pass through the Consell Jurídic Consultiu (CJC) and the Economic and Social Council of Valencia - Mrs. Oltra has highlighted its indefinite condition (until now, there is a three-year limit).

"There will be an indefinite duration of the benefit while the situation of the person is maintained", said the Consellera, who has indicated that until now the system has "collapsed" due to the constant expiration and renewal of the benefits, “which also causes that the local social services staff are continuously doing administrative work".

This income will also be compatible with a labor contract during the first three months and, in several cases, will be a supplement to support the housing rent; it will also give an automatic access to school scholarships for families.

Mrs. Oltra has indicated that the future law will enter force "in a stepwise manner", so that income support will be the last to be offered, in 2020, when the last phase of implementation of the rule is expected.

18 http://noticias.juridicas.com/baseDatos/CCAA/602182-l-14-2017-de-20-jul-ca-cataluna-renta-garantizada-de-ciudadania.html
19 http://www.elmundo.es/comunidad-valenciana/2017/03/31/S8de55d5268e3e38238b45b6.html
The Conselleria's forecast is to increase the correspondent budget by 40 million yearly. The law, which would enter force until the first quarter of 2018, will have approximately a budget of 80 million for that first year, 120 for 2019 and 160 million for 2020. That year, the Generalitat (the regional government) predicts that the beneficiaries will reach the figure of 95,000.

"In the last decade, in the Valencian Community, there have been new inequalities, new profiles of impoverishment, a weakening of social cohesion; and integration has been hampered", said Mrs. Oltra, who said that "the current legislation is significantly exceeded by these economic and social phenomena", and consequently “they have observed insufficiencies of adaptation of these means to the new needs”.

In this sense, she said that there is a "real alarm" in the Community in the face of this situation of impoverishment, since there has been a gradual reduction of the average salaries by 2016, namely 18.7%. In addition, the youth population income has fallen by 30%.

In 2015, the Valencian government offered a low social coverage, nearly 3.3% of the population, despite the poverty rate in the region was the fourth in Spain. The new law is intended to reach more people, since the access requirements are more flexible:

- One year of Registration (compared to the current 24 months).
- It extends the bottom limit age up to 18 years-old, while eliminating the top age limit (it is currently applicable for people from 25 and 65 years-old).

Among the beneficiaries, there will be:

- Young people who have been supervised by the Generalitat;
- Victims of gender violence;
- Women victims of trafficking, who will be able to access the benefit, regardless of their age.

Among the improvements included in the text there are:

- the redefinition of coexistence units, so that now two coexistence units can have the same address, if social workers consider so
- the concentration of the aid, which means that the holder will also have access to benefits in other areas, such as education or housing, without having to do additional paperwork.

2. SOCIAL SECURITY SCHEMES

The several schemes analysed in EMIN1 are still valid. However, the main changes were produced with regard the PREPARA Plan, which is an extraordinary benefit that can only be received once, for a maximum of 6 months.20

PREPARA is not part of the benefits and unemployment benefits guaranteed by the General Social Security Law. It was established in 2011, as a temporary assistance to the large number of unemployed who were left without coverage, once all ordinary aid has been exhausted. In the last years, it was changed in order to fit a specific target of unemployed persons with family responsibilities, and (perhaps) with more chances of getting a job (it is not available for more than one time).

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20 http://www.citapreviainem.es/prorroga-del-plan-prepara/
To apply for it, the applicant has no longer the right to any unemployment benefit or subsidy, must be incomeless and have family responsibilities (two children at least). In case he/she does not have them, the applicant should be a long-term unemployed, and must be registered as a job seeker for at least twelve of the last 18 months, after the last allowance has been exhausted.

PREPARA includes two measures to support the unemployed: on the one hand, an economic monthly aid of 400 or 450 euros (depending on their family responsibilities) to be charged for a non-extendable maximum of six months. On the other hand, it guarantees that specific training and guidance will be given by the Public Employment Services for their reinsertion to the labor market. The reinsertion rate that is being achieved with this plan is 16% and, in some communities, exceeds 30%, according to data from the Ministry of Employment.

In compliance with the above conditions, the unemployed person who exhausts the last allowance has a period of two months to request the PREPARA, which can only be requested once. Therefore, when the Government announces the extensions of this plan until August 2017, what it actually means is that the Plan will continue to be valid in time, so that those who have never received this aid can request it, but it is not extended to those who have already received it before.

Until January 2015, the PREPARA Plan has been the only extraordinary scheme for the unemployed who had exhausted subsidies and benefits, but the Government approved a new aid: The Employment Activation Program (PAE - Programa de Activación para el Empleo) for the long-term unemployed with family responsibilities that have exhausted the PREPARA or the Active Income of Insertion (RAI).

Despite the existence of these three benefits, their requirements are not easy to meet in all cases and, moreover, they have a very limited duration in time.

One of the major problems of unemployment in Spain is the high percentage of long-term unemployed people who are unable to return to the labor market even after two years. The extraordinary benefits are exhausted and, according to official data, currently only 56.6% of the unemployed receive financial assistance. The last Active Population Survey (2016) confirmed the existence of more than 693,600 households without income in Spain.

**Changes in the management of the PREPARA Plan**

In July 2017, the Spanish Constitutional Court determined that the management of the PREPARA Plan should be carried out by the Autonomous Communities, instead of the Ministry of Employment (this is the current line in the Court’s interpretation of the social competences). The Ministry then asked the Autonomous Communities their permission in order to extend their competence in the management. The agreement was reached on September 18th, during the LXVI extraordinary sectoral conference on Employment and Labor Affairs, between the Government and the Autonomous Communities.
Section 2: Use of reference budgets in relation to Minimum Income and/or poverty measures

Reference budgets or budget standards are priced baskets of goods and services that represent a given living standard in a country.

If we look beyond the declarations of (good) intentions regarding the recognition of a right to benefit from an MIS programme, it is no easy matter to assess the extent to which this ‘guarantee’ is effectively implemented in each Autonomous Community, due to the lack of adequate information on the actual practices taking place on the ground.

- Recent initiatives to develop reference budgets or to adapt existing reference budgets?
- For what purposes are they developed or used? By whom?

There are no recent initiatives to develop reference budgets in relation to MI schemes. In every new reform, the reference for its calculation is the Minimum Wage or the IPREM, an indicator, which is slightly lower.

- What actors were involved in the construction? Were people experiencing poverty part of the process? Have focus groups been used?
- How would you evaluate the development and/or current use of the reference budgets in your country? Are they useful tools for policy purposes? For public campaigning and awareness raising?

Section 3: Implementation of Country Specific Recommendations on Minimum Income and follow up through the Semester process.

As part of the EU Semester process, a number of countries have received Country Specific Recommendations (CSR) on their MIS or more generally on poverty. Country Reports can give interesting indications for countries performance with regards to Minimum Income. Evidence can also be found in EAPN’s assessment of National Reform Programmes 2016. In some countries under a Macroeconomic Adjustment Programme; the Memorandum of Understanding has reference to MI. In this section you find information about developments in response to these reports and recommendations as well as information on how EU funds are used to support developments in relation to Minimum Income Schemes.

Policy responses to the CSR, initiatives to implement them and to improve the MIS, if there are new evolutions in this respect in your country. Other developments in relation to Minimum Income Schemes as part of the Semester Process, please add them here.
The Council’s Annual Recommendations of 2014, 2015, 2016 and 2017 mentioned the need to streamline the systems of minimum income and to increase the efficiency/efficacy of their impact in reducing poverty.

The main activity of the Spanish government in response to these Recommendations focused on the Progress project, whose purpose is (supposedly) to make proposals to rationalize the systems. However, the government of the Popular Party has opposed the law proposed by the Socialist Party, the Popular Initiative promoted by the unions, furtherly commented on in this report.

**Have EU funds being used to support developments in relation to Minimum Income Schemes**

MIS are covered by the standard funding of the Autonomous Communities and the State Budget in the case of the SEPE-Social Security schemes.

There is no reported relation between MI recipients and the employment programs funded by the European Social Fund. Records are not nominative, nor integrated; thus, it is not possible to know for certain about this.

However, this may function otherwise in the case of NGOs. For example, the Spanish Red Cross manages an ESF employment program, called “Plan de Empleo para Colectivos Vulnerables”, which reaches 90,000 persons yearly. A recent research about the assisted population showed that 23% of the beneficiaries in active age are recipients of different MI schemes.

Besides, qualitative data indicates that some MI recipients may be receiving food baskets from FEAD, particularly in those regions with the MI lowest protection.

Finally, the government is using EaSI funds to launch a project on improving MIS in the country.

**Section 4: Social and Political Environment and its impact on the fight against poverty and the evolution of Minimum Income Schemes**

In this section, there is a brief sketch of the ‘mood’, the atmosphere that exists in relation to poverty, people living on minimum income, and the impact on some specific groups such as migrants, Roma/Travellers, growing nationalist sentiments etc.

What kind of social and political environment exists within which the EMIN project will operate?

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21 [www.cruzroja.es/pls/portal30/...EMPLEO/PLAN%20DE%20EMPLEO.PDF](http://www.cruzroja.es/pls/portal30/...EMPLEO/PLAN%20DE%20EMPLEO.PDF)
Spanish experts suggest restructuring the overall Minimum Income Systems. To achieve this, they recommend that the following should be done: improving MI Systems' design and coordination, solving problems related to information about regional minimum insertion incomes, streamlining transitions along the diverse social benefits (specially between unemployment benefits and regional minimum insertion income), reforming regulations so as to include integration actions, interconnecting social and employment services and making progress towards a National Basic Law on income guarantees.

There has been a clear increase in child poverty in Spain, with the country ranking amongst the worst positions in Europe and it represents one of the worst problems in the fight against poverty. This problem that affects future generations' quality of life is one that should be taken into account in any potential reform.

Any reform of the Minimum Income System needs to consider the overall social protection system. In this regard, the following must be noted:

• The Spanish Social Security faces a serious financial problem.

• Increasing payable amounts and global spending is a key objective but the main problem lies in how to obtain the necessary resources (one percentage point of GDP represents over EUR 10 billion)

• There is also a need to consider current trends in the labor market: low-skilled jobs, short-term employment, few working hours, etc.

• Improving overall quality of the system is a key challenge: a large number of benefits are very short-lived and have little impact.

• Reforms should adopt the social investment perspective: improved educational system, child support, helping people to build skills, etc.

• Restructuring spending might provide some room for maneuver (less investment in global recruiting incentives and more support for labor activation).

The Popular Legislative Initiative of a Minimum Income Benefit at the State Level (Social Security) – Forthcoming?

On February 2, 2017, the Parliament Plenary, despite the vote against the ruling Popular Party and Ciudadanos, approved to take into consideration the proposal for a law to establish a minimum income benefit of 426 euros for families without resources. The proposal came out of a Popular Legislative Initiative (ILP) promoted by the trade unions CCOO and UGT, for which they collected 700,000 signatures.

The scheme is presented as a subjective right, therefore "demandable" by all those people who meet the requirements. Although the preamble mentions that it is a "universal" benefit, it is not such because it establishes a series of very specific requirements, which restrict its application.
The bill seeks to establish a minimum income benefit of 426 euros for more than 2.4 million people without resources, which would continue as long as the beneficiary lacks employment and economic resources. It would entail a total expenditure of more than 11,000 billion euros, representing 1.1% of GDP, while the cost of family allowances would be between 0.2% and 0.4% of GDP.

The requirements of the potential beneficiaries and the main conditions of the IMP are the following:

- **Age:** between 18 and 65 years.
- **Origin or nationality:** Spanish or foreign persons with permanent legal residence of at least 6 months (except for victims of trafficking and gender violence\(^2\)).
- **Residence:** in any part of the Spanish territory, since the IMP depends on the Social Security).
- **Occupational situation:** unemployed, but to be in an "active" situation: to be looking for a job. For this, the person must be registered in the employment services for at least one year, before receiving the benefit.
- **Incompatibility:** the benefit is incompatible with other unemployment benefits, other Social Security benefits such as PREPARA or RAI, or with the autonomous minimum income. However, it allows to maintain orphans, dependency and other assistance pensions. Other types of aid, such as emergency aid (Food distribution), housing, etc.
- **Subsidiarity:** the recipient is responsible for requesting the "resource that best suits their situation" (by age, contribution years, unemployment ...). That is, he/she can apply for the Minimum Income Benefit only if she/he does not qualify for any existing resources, both at the regional and Social Security levels.
- **Annual income requirements for access:** The applicant must have a per capita income of less than 5,837 euros per year. In a family of several members, the sum of the income, divided by the number of members, should not exceed this amount (75% of the Inter-Professional Minimum Wage, SMI).
- **Amount:** the amount of the benefit would be at the 80% of the Public Indicator of Multiple Effects Income (IPREM), or **426 euros per month**.
- **Family benefits:** could be compatible, in those cases where the perceiving person has children
- **Sanctions:** a sanction regime is established, in case of concealment or lack of communication of changes in declared income amounts.
- **Activation:** a (quasi) obligation to accept jobs related to his/her skills and / or training courses.
- **This income would be complemented, based on family responsibilities.**
- **Management:** a "Management Entity" is mentioned within the framework of Social Security, probably, that would be in charge of the management of this resource (there are many issues regarding the competences and subsidiarity with the Autonomous Communities).

\(^2\)Legal residence is required in this project, except for trafficking victims and gender violence victims. However, this may collide with some Autonomous Communities practices, as some accept those non-EU citizens, without residence permit but an asylum application instead.

For example, this was the case of Madrid, until June, when they changed the regulation in order to avoid applications on behalf asylum seekers. The new procedure is that the applicants must have the refugee status (that is, not asylum seekers) when asking for the Minimum Income.

But refugees can have access to minimum income in Navarre, the Basque Country and Valence, for example. It is a controverted issue.
Due to the political situation at the Spanish Parliament, with a majority formed by Popular Party and Ciudadanos who voted against, the Proposal has been blocked during these last months.

Section 5: Developments in relation to the Spanish EMIN Network

In this section, you provide information in relation to the state of development of your National EMIN Network. In particular, describing social dialogue/partnership with public authorities and other stakeholders.

Is there a formal or informal steering group for your National EMIN Network (who is involved)?

EMIN Committee is formally constituted, and is integrated by:
- Carlos Susias (EAPN Spain’s President, Platform of the Third Sector’s Vice-president and EAPN EU’s Vice-president), based in Toledo, Castilla La Mancha
- Jose Javier López (EAPN Spain’s Director), based in Ciudad Real, Castilla La Mancha, and Madrid.
- Sali Guntin (EAPN Spain’s Vice-President and Fundación Secretariado Gitano’s Board Member), based in Madrid.
- Graciela Malgesini (EAPN Spain’s European Affairs Officer and EMIN’s Coordinator), based in Madrid.
- Marcello Roncchi (EAPN Castilla La Mancha’s Officer), based in Toledo
- Javier Pérez (EAPN Galicia), based in Vigo.
- Gema Gallardo (EAPN Madrid’s Director), based in Madrid.
- Sonia Fuertes (La Taula d’Entitats Socials de Catalunya), based in Barcelona.
- Alfonso López (EAPN Euskadi’s Director), based in Bilbao.

Have there been any contacts with potential partners that can help to build alliances for the improvement of the MIS in your country?

We are currently going on a round of exchange with all the Parliamentary Groups, in order to discuss with them the need to mainstream the existing minimum income framework, and to point out the doors that this proposal would open, regarding the coverage of the incomeless households and people living in extreme poverty.

This is the agenda of the meetings with members of the Parliament (Congreso de los Diputados). This meeting list will be completed with the rest of the political parties, finalizing with the Popular Party MPs.

<table>
<thead>
<tr>
<th>DATE</th>
<th>CONTACT</th>
<th>POSITION</th>
<th>EMIN Representative</th>
</tr>
</thead>
<tbody>
<tr>
<td>21 February</td>
<td>Jordi Salvador i Duch (Esquerra Republicana de Catalunya)</td>
<td>MP. Spokesman for the Committee on Employment and Social Security</td>
<td>Carlos Susías, Graciela Malgesini, Sali Guntin</td>
</tr>
</tbody>
</table>
At the State government, there have been two strands of action. The first was to connect with the new Child and Family Services Director General (Ministry of Health ...) Mrs. María del Pilar Gonzálvez Vicente, and to explain her the EMIN Project scope and activities.

The matter was also addressed during two meetings of the Working group on social inclusion, employment and rural areas (June and September), jointly held by the Ministry of Health, Social Services and Equality and the Platform of the Third Sector, related to a new Strategy against Poverty, that the Government is planning to launch soon.

The second is to take part, in representation of EMIN, at the meetings organized by the (already mentioned) Project on Minimum Income, which is being developed by the same Ministry. These meetings allowed us to get in contact with representatives from the Autonomous Communities in charge of minimum income, the Employment Ministry (Social Security – SEPE), the Trade Unions and Academic Experts.

At the same time, EMIN2 is reinforcing the coordination with the trade unions, to support this proposal in the first place, and to introduce some improvements to it, if possible. The first meeting took place at the Comisiones Obreras (CCOO) Headquarters in Madrid, with Carlos Bravo and Fernando Puig (ETUC Representative).

Has any activity been organised with regards to MI? Communications or public awareness raising, since the completion of the EMIN1 project?
During the end of EMIN1 and the beginning of EMIN 2 Graciela Malgesini and other EAPN members have participated in several meetings, seminars and courses, in most of the Spanish territory, including the Canary Islands, Ceuta and Melilla.

In 2016, 11 simultaneous workshops at the People Experiencing Poverty Annual Meeting, held in Valencia in June\textsuperscript{23}, were devoted to this matter. These workshops were integrated by 78 MI applicants/recipient from almost every Autonomous Community. At the same time, an external consultant interviewed 41 persons who had in the past or are currently MI recipients, also with a wide regional representation. This information was gathered in a report: “Report on the perception and evaluation of the Minimum Income by the beneficiaries and other persons in situation of poverty and / or social exclusion” (written by Silvina Monteros and Graciela Malgesini). This report was taken into account within the abovementioned Progress project.

In 2017: Graciela Malgesini explained the Minimum Income situation in Spain and the EMIN2 project at the Alcazar de San Juan, Castilla La Mancha, on May 30\textsuperscript{th}.

In 28-29 September 2017, 12 simultaneous workshops (200 participants) at the III Congress on Participation of People Experiencing Poverty, on Fundamental Rights, held in Bilbao, will be discussing the Minimum Income situation in Spain, the law proposal and the room for improvement at the regional level.

The Social Card Proposal

The European Commission asked the EMIN Network to assess the proposal of a Social Card prepared by the Spanish government, which is aimed at improving the current management of the various existing resources non-contributory benefits for families and people without jobs and income, as well as to avoid "duplicities".

The Ministry of Employment has reported that the social card will be connected to the Registry of Public Social Benefits, an instrument of control of State aid under the National Institute of Social Security (INSS), and whose effectiveness is now very limited. The Registry of Public Social Benefits was created in 1994 by the last Socialist Government of Felipe González, and aimed registration of public social benefits of economic content addressed to individuals and families.

What the Government intends now is that, instead of updating it once a year, as it happens at the moment, it could be updated in real time, facilitating both the control of benefits and the information for the beneficiary. The intention of the Ministry of Employment is that, over time, it will also comprise the resources coming from NGOs.

The social card would give access to a password, and would serve, for example, as a document to receive subsidies or even discounts in commercial establishments.

The government's idea is to distribute the physical card among those with more difficulties with the new technologies, while the other beneficiaries could operate through their mobile phone, enabling access to the general register.

The intention is also to have a stricter control of public benefits to avoid fraud and duplication. For example, in the perception of the minimum income managed by the Autonomous Communities. The Government is convinced that, in many cases, there are overlaps and dysfunctions that are out of public control today.24

In this supplementary report, we analyze the information available so far, the development of this topic at the Autonomous Communities and the assessment of EMIN network members, obtained through a survey on this subject held in September 2017.

Context

On July 26th, 2017, the Secretary of Employment and Social Security (Ministry of Employment), Pedro Llorente, declared that the aim of the Social Card is to provide greater transparency to social programs managed by the various public administrations, improving efficiency and coordination among them in the design and implementation of their social policy, with the aim of avoiding situations of vulnerability.

The Card will comprise the economic benefits payable by the government, will identify them through a “benefits map”, in order to increase the capacity of public administrations to improve the design of social policies. It will also serve as a mechanism for accreditation, simplifying administrative procedures, and enhancing the capacity to promote social policies by administrations and the NGOS.

The Central Government and the Autonomous Communities have identified more than 450 features that will be part of the Universal Social Card, as has been released after the meeting of the Working Group for the design and implementation of the Universal Social Card, on July 26, 2017. 25

In principle, the proposal has the acceptance of the opposite Socialist Party (PSOE). On the other hand, Canarian Coalition, Basque Nationalist Party (PNV) and Unidos Podemos have clearly expressed their reservations or opposition to the government's project:

- Senator from Canarian Coalition, María del Mar del Pino has expressed concern that “this tool involves stigmatizing people”.

- "It looks like a Big Brother who watches over you," added Basque Senator Nerea Ahedo Ceza, who has expressed doubts about whether this Card will be used to gain transparency or to pursue fraud in benefits.

- Along the same lines, Óscar Guardingo Martínez, from Unidos Podemos, has questioned whether such an instrument "cannot become a card to point out to the poor as potential fraudsters of public services. I would recommend that, instead of stigmatizing poverty or pointing “down”, the Government should be pointing “upward”, to tax fraud, tax havens, the banks bailout. They will find more public resources than chasing the poor and marking them with a license.”26

**Existing experiences of Social Card in the Autonomous Communities**

Prior to the announcement of a Social Card at state level, there were four similar Cards already functioning in the Autonomous Communities. Galicia has the most advanced implementation, followed by La Rioja and Madrid. Other Communities have made announcements in the same line.

**Galicia**

On July 1, 2016, the president of the Xunta de Galicia, Alberto Nunez Feijoo, said the Single Electronic Social History (HSUE) would mark ”a before-and-after in the provision of social services”, as they will provide more reliable information to professionals on the situation of

the users. It would also "avoid duplication" between benefits, and thereof” facilitate all procedures” to the beneficiaries.

One of the aims of the new digital application deadlines is to speed up the granting of social assistance, avoiding unwanted delays, such as those surrounding the RISGA (Galician minimum income).

The municipalities of Boqueixón, Brion, Tordoia and Viveiro were chosen by the Galician government to test on the ground the implementation of this electronic social history, which consists of a file containing all the documentation and relevant information on the social benefits granted by the different Galician administrations to every individual.

In this case, there is not a different Card, but the same one already used by the Servizo Galego de Saúde (Sergas) for health services, integrating both the clinic and a social history, (a socio - health perspective) with a single identification number. Galicia is the first Community to do this.

The introduction of the single electronic social history is taking place progressively. In the first phase, around 365,000 digital records will be incorporated to the system, after the pilot plan is developed in these four municipalities mentioned above.

The HSUE is part of the Plan Trabe, which for two years is been developed by the Agency for Technological Modernization of Galicia with the Social Policy Department (previously "Benestar"). As for access, the platform will be enabled for the autonomic administration staff and –progressively- for the concellos staff. The goal is to share information among the different departments managing benefits and services, to avoid duplication and to reduce management errors. For the beneficiary, the main advantage will be the reduction of processing time, since the professional can immediately access all the information and resources allocated to any individual.27

Through the electronic documentation, which can be consulted by social service professionals, it will be possible to verify if an individual is the recipient, for example, of the Social Integration Income of Galicia (RISGA), if it has ever been in the past, or if he/she has done the paperwork to request it. Other types of municipal aid, or technical assessments, will also be added to social history, as well as anything related to a possible dependency status (if any) and the assigned care plan.28

La Rioja

The Government of La Rioja has launched an "advanced and innovative telematics management system of social services which will improve the supply of such services, customer care and daily work of professionals working in this field."

This service is called Protecnia, and is aimed to “take the Community to a 'single file' management concept”. This computer tool designed especially for the Government of La Rioja consists of integrating the information generated from the Social Services of the first level (or municipal) and the second level (managed by the autonomic administration), enabling both to share the data for each beneficiary in real time, with updates throughout his/her trajectory. This would represent a significant improvement in the attention to users of social services. About the Administration, the system would provide sufficient information on the demands and new profiles of users of Social Services, which would allow to better plan measures and programs, more adapted to the citizens’ needs. In the creation of this integrated information and management system for social services in La Rioja, 1,300,000 euros have been invested and 350 professionals have been involved. In terms of media, a state-of-the-art computer server, the fastest terminals and new ADSL lines have been installed.

The six planned improvements are as follows:

1) It will improve the response time to the needs of citizens.

Improving the information tool of the first level will enable a better understanding of the demands of citizens and adjust them to the use of resources.

2) It will lead towards a “single file” management.

By generating a single and centralized database of users, it will be possible to immediately know all the actions of the Public Social Services System related to each person (always safeguarding Organic Law 15/1999, of December 13, on data protection of personal character), a previous and important step towards the implementation of the personal card of the Social Services.

3) Processing times will be reduced.

Through their social workers, citizens will be able to register on-site requests for specialized resources via telematics, thus streamlining the processing times. Among other advantages, both professionals and users can obtain information, submit applications, etc.

4) It will facilitate the work of professionals.

By improving the work tools of the professionals, the social workers of Municipalities and Mancomunidades will have the user’s most relevant data, and will be able to follow their files electronically, which will improve the quality of their work.

5) Progress towards e-Administration

Preparing the Public System of Social Services for the electronic access of citizens to Public Services, in accordance with the provisions of Law 11/2007, of June 22, on electronic access of citizens to Public Services.
6) Social services will be modernized.

Protecnia emerges within the framework of the policy of modernization of Social Services, once detected the need to have a computer tool that integrates the two levels of care (community and specialized) and improves the tool used until now: the Information System of Social Services Users (SIUSS), managed by the Ministry of Health, Social Services and Equality.

In September 2017, all municipalities and associations are connected. The project will end with the connection of specialized social services to this network.²⁹

**Madrid**

The president of the Community of Madrid, Cristina Cifuentes, introduced the first Social Inclusion Strategy (2016-2021) in the region endowed with 2.891 million euros, in October 2016. The document sets out 135 measures, including the creation of a Social Card, which "will allow the most disadvantaged groups access to social benefits to which they are entitled, in a simpler way." The regional government is still unaware of the date on which it will be completely implemented due to its complexity, as it involves crossing more than 50 databases.³⁰

Although streamlining bureaucracy and getting more tailored-made responses to the citizens’ social demands are shared goals, NGOs working with people experiencing poverty are concerned about the possible misinterpretation of data. Recent examples are showing that the information can lead to differences around key concepts, such as "duplicity" and "incompatibility". An example: The Community of Madrid understands that if a person has had the Active Income of Insertion (RAI, managed by the central State) and it has been suspended for any technical or administrative reason (such as not submitting a specific document in time), this circumstance prevents this person to obtain the Minimum Regional Income. This is claimed as an “incompatibility”, which is not in reality.

In order to avoid "duplication" and to prosecute "fraud", the handling of personal data of beneficiaries is already leading to an increase in "precautionary suspensions" of the benefits for alleged "incompatibilities". Specifically, the minimum income is suspended “in precaution” to those whose actual addresses do not match the addresses that appear in the municipal registry. This administrative inconsistency is detected by a random visit of social workers to "verify the data".

Before 2017, when this discrepancy happened to appear, the social worker produced a social report, justifying the reasons why the person in poverty did not live in the domicile in which he/she was registered. This assessment was sufficient, and the payment of the minimum income was not suspended.

In a city with the most expensive housing prices in Spain, and particularly in the case of people living in poverty, this "incompatibility" is targeting people who share rooms and flats, who are living in unregistered housing (squatters, settlements), homeless people, etc.

At present, the administrative procedure has changed and the social report is no longer accepted to justify the different residence. That is, the authorities are suspending the payment of the minimum income to people who, unable to maintain a home, have had to fall into diverse situations of homelessness. In other words, this procedure targets the profiles of people with greater social needs. In practice, these "precautionary" suspensions last for a long term, although their duration is usually not specified.31

This could be a worrying precedent about how the social card would function in Madrid.

**Autonomous Communities that announced future Social Cards**

**Murcia**

The creation of the Social Card is one of the innovations to be introduced in the Employment Strategy agreed by the government with CROEM (employers), UGT and CCOO trade unions. In May 2017, the Director of Employment, Universities and Enterprise, Juan Hernández, announced its creation, following his meeting the monitoring committee of the 'strategy for quality employment 2017-2020'. He presented the Social Card as a commitment of the Conference of Presidents held in January. He explained that this document will allow recipients of public benefits, such as minimum income for insertion, get other available aids, such as energy poverty or housing, even if these people are not aware of them.32

**Andalusia**

In January 2016, the President of Andalusia, Susana Díaz (PSOE), announced that users of the Andalusian network of social care would "soon" have a "Digital Social Card" to regulate the benefits they are entitled to, and which will be used by the professionals who assist them to follow up on their cases. This card is inserted within the framework of the new Law of Social Services of Andalusia.

With the Social Card, which works in a similar way to the Health Card, "people with inclusion problems will have their own itinerary of inclusion", stressed Susana Díaz.33

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31 Testimonies provided by several organizations belonging to EAPN Madrid. A legal counselling service has been set up in order to assist the people who are being affected by this new interpretation of “incompatibilities”, “duplicities”, which is underlying a view of generalized “fraud suspicion” on behalf the recipients of public benefits, by the regional authorities.


Other positive elements, from the perspective of this government are:

1) "The new standard will be the legal guarantee that any Andalusian who goes to social services will be able to participate in the choice of itinerary to face their situation", and will have “a professional of reference, to evaluate if the resources and tools that are used are adequate, and if they are giving the expected results.”

2) Users of these services will have a Social Card, like the Health Card (but not the same one), which will “guarantee care in the best conditions, in the social services centers”. 34

Castile Leon

At the Conference of Presidents, on January 18, 2017, the President of Castile Leon, Juan Vicente Herrera, demanded a reform to create a Social Card, which would be "important to include information on labor benefits."35 It seems that this Community is more inclined to participate in a possible Social Card managed by the Ministry, and not to launch a Castilian card, as other regions do.36

Castile la Mancha

At the meeting of the constitution of the Working Group of the Social Card, held on April 26, 2017 in Madrid, the Minister of Social Welfare of Castile La Mancha, Aurelia Sánchez, has announced that her Government is in favor of a Social Card, but it must be "for all, not just for vulnerable people". That is, they want it to be "a rights card, not a control card".37

Asturias

On May 23, 2017, the Government of Asturias created the Observatory of Social Services. The new institution will favor the access of citizens to the data on the public services and will assess their impact, facilitating research at the same time. Another objective is to provide knowledge and analysis for planning and decision-making in the public policies design. There are 900 different resources in the Principality, accounted in the OBSERVASS website.38

In this context, the Director of Social Services, Pilar Varela, also announced that the Government intends to introduce the Single Social History, like the

34 http://www.canalsur.es/aprobado-el-proyecto-de-ley-de-asuntos-sociales-de-andalucia/657153.html
36 http://www.lavanguardia.com/vida/20170426/422071865393/castilla-y-leon-comparte-el-planteamiento-inicial-de-la-tarjeta-social.html
37 http://www.castillalamancha.es/actualidad/notasdeprensa/el-gobierno-regional-se-posiciona-favor-de-una-"tarjeta-social-de-derechos-para-todos"-en-la
38 http://observass.com
existing Health History, but linked to care or social resources. It is an initiative included in the consultation agreement and linked to the improvement of information systems.\(^\text{39}\)

**Against the Social Card: Canary Islands**

Unlike the abovementioned Autonomous Communities, the new Canary Law of Social Services -incorporating some of the more than 200 allegations presented by different groups, professional organizations and public administrations- **has abolished the Social Card**, formerly proposed by the Autonomous Regional Ministry, when it was led by the socialist Patricia Hernández.

The Canarian nationalist leader clarified that "we do not consider that a person with social needs must have a card that proves this condition." On the other hand: "The current technological mechanisms already allow the consultation of the social beneficiaries‘ historical records, only by providing the ID number, without needing any sort of card." Likewise, she pointed out that other aspects, such as the implementation of the single story, between the different services, is maintained, as it is considered necessary.\(^\text{40}\)

On the regions of Navarra, Basque Country, Balearic Islands, Aragon and Cantabria were not found information on their own Social Card (or similar), or on the support or rejection of the Social Card prepared by the government. Nor about the Autonomous Cities of Melilla and Ceuta.

**Opinions on the Social Card within the Third Sector of Social Action**

At the Conference of Presidents in January 2017 it was announced that the Social Card will be universal and will collect all the public benefits that a citizen receives.

At that time, the president of the Association of Directors and Managers of Social Services, José Manuel Ramírez, defined the Social Card as "a return to the Charity Register", like the one that was still in force in the early years of Democracy. He recalled the lists of municipalities where "traditionally poor families" had to register in order to access health care or food aid. This system had its origin in the nineteenth century, with the General Law of Beneficence and the normative developments that followed.

\(^{39}\) [https://www.asturias.es/portal/site/webasturias/menuitem.6282925f26d862bcbc2b3510f2300030/?vgnextoid=eab62ee3e43c510VgnVCM10000098030a0aRCRD](https://www.asturias.es/portal/site/webasturias/menuitem.6282925f26d862bcbc2b3510f2300030/?vgnextoid=eab62ee3e43c510VgnVCM10000098030a0aRCRD)

"The Social Card would not bring any effective improvement in the control of the resources and benefits received by the unemployed or the most vulnerable families, since this information can now be obtained 'in real time' with the existing databases linked to the ID or the NIE (ID for foreigners)," explained the Directors of Social Services.

In the case of benefits managed by the Autonomous Communities and local entities, "being all linked to enumeration, it is difficult to have them duplicated, so it does not add utility to coordinate programs of different public administrations."

"When we are giving social emergency economic aid (or the so-called "social wages"), we are giving very small amounts (no more than 200 or 300 euros), with a tight administrative procedure, so that control and coordination are done in an everyday and effective manner. It is false the claim of systematic abuses."

On February 10, 2017, the Platform for the Third Sector and the Secretariat of State for Social Services and Equality held the first ordinary meeting of the year for the Civil Dialogue Commission, the main instrument for dialogue between the Third Sector for Social Action and the Central State Administration. During the session, the implementation of a future Social Card was discussed, with the social NGOs expressing their "precautions" about it.

Also in February 2017, at the first meeting of the Executive Committee of EAPN Spain of the year, the representative of the Ministry of Health, Social Services and Equality explained the proposal of a new Social Card, as a key instrument to access to the registration of benefits for unemployed persons. Carlos Susías, president of EAPN Spain, stressed the need for the Social Card to be universal, and that it can be used by anyone who needs it, at some point (not a "card for the poor").

The survey of network EMIN - EAPN ES

To delve into this subject, the EMIN2 project conducted a survey directed to entities that are part of that network. Questions were formulated taking into account the existing information on the project of a Social Card, from official sources.41

The EMIN Network in Galicia

The survey was answered by six respondents belonging to the EMIN Network, from several entities in Galicia, very active in the area of minimum incomes. As we have said before, the Social Card is already in operation in Galicia, so their assessment is particularly relevant.

The issue of the Social Card prepared by the Government has been specifically debated within their organizations. Follows an example of the “support, with conditions” to this new proposal, based on the Galician experience:

"Galicia is immersed in the implementation of the Single Electronic Social History (HSUE), which is already working between the Xunta (Government) and 160 municipalities. This HSUE should allow progress in the homogenization of information and reduction of bureaucracy, as well as being compatible with other similar projects at the regional or state level. There have been criticisms from the point of data protection, which we feel were relatively addressed. In our decision to support HSUE prevailed the reduction of bureaucracy and delays. The same position will be on the Social Card proposal”.

On the question whether the Social Card, as proposed by the Central Government, could be used to know and group all the benefits received by people, both those that arrive through governmental channels, and those received through NGOs, everyone agreed with the first part, but not in relation to those resources channeled by NGOs.

About the Social Card’s objective of giving greater transparency to the social programs managed by the different public administrations and social NGOs, all respondents chose the same answer: "I have doubts".

In the question about the ability of the Social Card to "accurately detect situations of greater vulnerability, thus avoiding situations of lack of protection", as the project says, the answers were not very positive. The explanations are as follows:

- No. Its usefulness will be in facilitating the management and reducing bureaucracy, provided that it is done in a compatible and homogeneous way with the autonomic information. In any case, the card should be the ID, not something specific that can encourage discrimination. Pretending to “detect situations” is somehow doubtful.
- “It could be” (two answers).
- “I honestly believe that it has not explored the possibilities that, for example, has the current electronic ID, without the need to implement a Social Card which, in my modest opinion, is still a document that can lead to a certain stigmatization of people in situations of vulnerability.”
- “No, since it does not specify the reason, nor the peculiarities that lead the person to apply for social assistance.”
- “No, it focuses on controlling the benefits. I do not see that it is focused in identifying the situations of vulnerability, and giving response and support to people to minimize such vulnerabilities.”

About the Social Card’s objective of "detecting duplication, guaranteeing transparency and complementarity of benefits", the respondents’ support is low, with an average of 1.7 points over 5 (1 = "Non-agreement" and 5 = "Strongly agree "). The most valued aspects, with an average of 2.2 points, were those of "avoiding duplication" of resources/benefits, and "showing territorial differences in social protection".
Table 2  Possible contributions of the Social Card (Galician respondents)

<table>
<thead>
<tr>
<th>Possible contributions of the Social Card</th>
<th>Assessment (1 = &quot;Non-agreement&quot; to 5 = &quot;Strongly Agree&quot;)</th>
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<tbody>
<tr>
<td>Detect duplications between different resources</td>
<td>2.2</td>
</tr>
<tr>
<td>Discover incompatibilities and misuses of resources</td>
<td>1.9</td>
</tr>
<tr>
<td>Facilitate access to benefits at different levels of the public administrations</td>
<td>2.0</td>
</tr>
<tr>
<td>Pursue fraudulent use of benefits</td>
<td>2.1</td>
</tr>
<tr>
<td>Process files more quickly and efficiently</td>
<td>2.0</td>
</tr>
<tr>
<td>Standardize criteria for access to assistential resources among the various administrations</td>
<td>2.1</td>
</tr>
<tr>
<td>Ensure complementarity of various resources in cases of need</td>
<td>2.1</td>
</tr>
<tr>
<td>Show territorial differences in social protection</td>
<td>2.2</td>
</tr>
<tr>
<td>Know more accurately the public funds invested in social protection</td>
<td>2.0</td>
</tr>
<tr>
<td>Facilitate the transition between employment and benefits such as Minimum Income</td>
<td>1.7</td>
</tr>
<tr>
<td>Average</td>
<td>2.0</td>
</tr>
</tbody>
</table>

Instead, when asked whether the Social Card will improve the efficiency and coordination of public resources devoted to vulnerable people, the response was more divided: positive, doubts and negative.

About the risks that exist in the possible implantation of the Social Card (1 = very low risk, 5 = very high risk) scores indicate a perception of moderate risk rating with 2.5 points.

Table 3  Perception of risks involved by the Social Card proposal (Galician respondents)

<table>
<thead>
<tr>
<th>Potential risks of...</th>
<th>Assessment (1 = very low risk, 5 = very high risk)</th>
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<tbody>
<tr>
<td>Increasing public spending</td>
<td>2</td>
</tr>
<tr>
<td>Increasing bureaucracy in the management of resources</td>
<td>2</td>
</tr>
<tr>
<td>Complicating access to benefits at different levels of the public administrations</td>
<td>3</td>
</tr>
<tr>
<td>Stigmatizing users of services</td>
<td>3</td>
</tr>
<tr>
<td>Restricting the complementarity of various resources</td>
<td>3</td>
</tr>
<tr>
<td>Using information obtained in a biased way</td>
<td>3</td>
</tr>
<tr>
<td>Average</td>
<td>2.5</td>
</tr>
</tbody>
</table>
State NGOs involved in EMIN network

State entities that belong to the EMIN network that answered the survey were three: one is dedicated to the homeless and extreme poverty, the second supports immigrants and refugees, and the third works against ethnic discrimination. These NGOs manage 2,000, 23,000 and 18,000 users per year, respectively.42

In the first, the issue of the social card was not discussed broadly, although it was done in the other two.

With respect to its usability as a way of knowing and grouping the public resources and those from NGOs, there was agreement regarding the first part, although there were doubts concerning the resources distributed by NGOs.

On the contribution that the card can do about greater transparency, efficiency and coordination of public resources in caring for people in vulnerable situations, there was agreement in the fact that the Social Card would bring greater transparency, but there was a level of doubt about the process.

One entity draws attention to the complexity of this process: "Its articulation is complex, so that all the programs and services of the three public administrations, private entities and NGOs are truly integrated. And its success or failure will depend on the procedure."

Regarding the possibility of the Social Card increasing efficiency and coordination of public resources, this NGO agrees: "Given that it is essential to address the current lack of coordination of programs and services". However, there are doubts: "But this card must have a universal character, and not be addressed only to people in situations of vulnerability. Otherwise, we would be creating a “card for the poor”, which we do not share at all."

Whether the future Social Card will allow to accurately detect situations of greater vulnerability, thus avoiding situations of lack of protection -as the project says- the first organization expressed concerns about the true scope of this measure, insisting that “here are mixed debates.” These are two criticisms: "First, if the goal is to achieve something like what happens with the Health Card, I think it is positive; but for this, every citizen should have a Social Card (from an elite footballer to a homeless person). In case it is done only for people in poverty, this will generate cards for the poor, which is against the normalization and social incorporation of these people. Secondly, it will not serve to detect situations of greater vulnerability."

The second organization added: "No, it will not help to detect this situations by itself. The Social Card with a universal character, well developed and articulated can be a good coordination tool, but not for detection of special vulnerability situations, for which other complementary instruments are needed, in the framework of social support measures.”

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42 We will mention them as “first” (homeless), “second” (immigrants and refugees) and “third” (anti-discrimination).
A third organization expressed doubts: "It would depend on how its operating system is articulated. It would require a fluid exchange of information between the State and the Autonomous Communities, which I do not know if it is really viable today. In any case, the fundamental thing is that the card is not used selectively to stigmatize certain population groups. It would have to be a universal card (and that’s what the ID or NIE is, even though the routes for the care of irregular immigrants, without NIEs, would have to be explored)."

On the goal of “avoiding duplication, increase transparency and complementarity”, the three institutions gave high marks to certain aspects.

In the case of the first organization, there were several positive elements rated high (4 of 5). The lower level of agreement is given to the idea that the card would serve to pursue fraudulent use of benefits (1 of 5).

In the second organization, the maximum score (5 of 5) is attributed to the chance of “standardizing criteria for access to assistential resources among the various administrations”. The minimum degree of agreement (1 of 5) is that the Card would serve to “facilitate the passage between employment and benefits, as the minimum income”.

The third NGO, however, gave the highest score to the chance that the Card would allow “fraudulent use prosecution” (4 of 5), also giving a very positive score to the possibility of “knowing more accurately the public investment in social protection”.

Table 4  Possible contributions of the Social Card (State NGOs respondents)

<table>
<thead>
<tr>
<th>Possible contributions of the Social Card (1 = “Non-agreement” to 5 = “Strongly Agree”)</th>
<th>NGO 1</th>
<th>NGO 2</th>
<th>NGO 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detect duplications between different resources</td>
<td>4</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Discover incompatibilities and misuses of resources</td>
<td>3</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Facilitate access to benefits at different levels of the public administrations</td>
<td>4</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Pursue fraudulent use of benefits</td>
<td>4</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Process files more quickly and efficiently</td>
<td>4</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Standardize criteria for access to assistential resources among the various administrations</td>
<td>5</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>Ensure complementarity of various resources in cases of need</td>
<td>3</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Show territorial differences in social protection</td>
<td>4</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Know more accurately the public funds invested in social protection</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Facilitate the transition between employment and benefits, as minimum income</td>
<td>1</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Average</td>
<td>3.4</td>
<td>3.3</td>
<td>2.5</td>
</tr>
</tbody>
</table>
With respect to the evaluation of the potential risks, for the third organization the three most important factors were: "stigmatizing people who use benefits"; "restrict the complementarity of various resources" and "use the information obtained in a biased way" (maximum degree of agreement, 5 of 5).

The second organization agreed to highlight the risks of “stigmatization” and the “biased use of data” (4 of 5).

The first NGO also draws attention to a “possible increase in public spending”, which could be generated from this new Card.

Table 5  Perception of risks involved by the Social Card proposal (NGOs respondents)

<table>
<thead>
<tr>
<th>Potential risks of (1 = very low risk, 5 = very high risk)</th>
<th>NGO 1</th>
<th>NGO 2</th>
<th>NGO 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increasing public spending</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Increasing bureaucracy in the management of resources</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Complicating access to benefits at different levels of the AAPP</td>
<td>4</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Stigmatizing users of services</td>
<td>5</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Restricting the complementarity of various resources</td>
<td>5</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Using information obtained in a biased way</td>
<td>5</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Average</td>
<td>3.8</td>
<td>2.8</td>
<td>3.0</td>
</tr>
</tbody>
</table>

Summary

The initiative on the Social Card was made public by the Government of Spain during the Conference of Presidents in January 2017. It is based on the experiences that have being developed in some Autonomous Communities, which already have integrated “systems” to varying degrees. Overall, the project has the political agreement of the majority of political parties and the Autonomous Communities.

The EMIN Network conducted a survey to assess this topic.

In Galicia, one of these territorial laboratories, members of EMIN expressed a positive view regarding the Social Card potential contributions in getting more knowledge of benefits that already exist. However, they were skeptical about the possibility of incorporating the benefits granted by NGOs, as it also aims to. They valued their possible role in terms of facilitating management and reducing bureaucracy. Among these Galician members there were doubts about the Card’s ability to diminish and prevent the vulnerability of the poorest people. Respondents appreciated a moderate level of risk regarding the potential stigmatization of users, and the misuse of the information by those who can access it.
Three state NGOs responded to the survey. They work with different groups in situations of social vulnerability. They also showed a moderately optimistic view, and coincided in the difficulty that would mean coordinating public benefits, with the resources managed by NGOs. For them, it is crucial to address the current lack of coordination of programs and services, so the Card could play a role in this streamlining. They perceive somewhat higher risk in terms of “stigmatization of users of social services”, and in the “misuse of information”.

All the respondents stressed that **that this card must be universal, that it should be issued to every Spanish citizen, and should not only be for people in vulnerable situations.** Otherwise, the Government would be creating a "Card for the Poor", a view which is rejected by all three state NGOs.

EAPN Spain, the Association of Directors and Managers of Social Services and the Third Sector Platform share this view, as well.