



# **ESPN Thematic Report on integrated support for the long-term unemployed**

## **Spain**

### **2015**

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**EUROPEAN SOCIAL POLICY NETWORK (ESPN)**

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## Summary

### General overview

- The crisis in Spain has resulted in one of the highest unemployment rates in Europe. Its prolonged duration, and the concentration of unemployment in certain job sectors have caused a dramatic spike in long-term and very long-term unemployment (61.4% and 43.7% of total unemployment, in 2015, 1stQuarter) <sup>1</sup>. In April 2015, only 55.6% of all unemployed workers registered in Public Employment Services (PES) received any unemployment benefits (contributory or non-contributory) <sup>2</sup>.
- Employment policies for both unemployment protection and labour market activation generally include an explicit recognition of the problem of long-term unemployment (LTU), yet the resulting measures and programmes fail to sufficiently reflect this.

### Benefits and services supporting the long-term unemployed

- Unemployment protection in Spain is made up of a fragmented mix of different programmes. Benefits offer a low level of protection, and their effectiveness depends on the limited coordination between Central and regional PES to offer individualised and integrated support to beneficiaries of this programme. The latest schemes to protect LTU include stricter access requirements (family responsibilities, age, and specific social conditions).
- The National Employment System provides access to activation support programmes managed mainly by regional PES. Recent reforms have been introduced to create a so-called Common Employment Services Portfolio aimed at organising the different existing programmes. Within the area of employment activation, the problem of LTU has likewise not been tackled with specific measures or initiatives.

### Coordination between services towards a one-stop shop approach:

- Spanish employment policy is the combined responsibility of different agencies, organisations, and levels of government, resulting in a fragmented institutional approach. Coordination problems have been detected which require attention as a specific priority.
- There has been some development in the coordination between Central and regional PES, both in administrative procedures, and information systems. However, the articulation between employment and social services is currently the subject of debate in order to overcome existing problems, including the dispersion of responsibilities between Central and regional governments, the generation and gathering of data by information systems, and the coordination of the plurality of participants managing programmes against unemployment.
- There have been some noteworthy cases of coordination at the regional level, but these are still relatively rare, and not specific to the fight against LTU. Such examples are not, in fact, one-stop shops, but they are a step in the direction of establishing multi-disciplinary teams and creating coordination protocols between employment and social services.

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<sup>1</sup> Labour Force Survey (LFS) 2015 /1Q. <http://goo.gl/3p7mfo>.

<sup>2</sup> Spanish Ministry of Employment and Social Security. Boletín de Estadísticas Laborales (Bulletin of Labour Statistics). <http://goo.gl/lsezkc>. There is no published information relating to registered unemployment, duration, and access to benefits and/or activation support. Based on LFS data, and using a different methodology, Negueruela (2015) estimates that unemployment benefits coverage is 29.4% (2015, 1<sup>st</sup>Quarter). In the case of those receiving unemployment benefits, 31.9% have been unemployed between 1-2 years, 25.2% between 2-4 years, and 20.9% over 4 years. <http://goo.gl/3Cz9Hk>.

## Individualised approaches

- In general terms, all unemployment benefits, but most specifically those focused on LTU (Active Integration Income RAI, Professional Requalification Programme PREPARA and the new Employment Activation Programme PAE) require signing an activity commitment, and entitle the beneficiary to an individualised action path, and a personal agreement for employment. There is some kind of integration contract or individual action plan in most of the Regional Minimum Income Schemes (MIS).
- However, the requirement that these complex insertion plans be accomplished in the short and fragmented duration of these schemes, together with the fact that employment services have little real capacity to meet activation demands, may actually compromise an effective individualised support for the long-term unemployed.

## 1 Benefits and services supporting the long-term unemployed

### 1.1 Income benefit

Intervention against unemployment in Spain is highly fragmented. It comprises a series of benefits and schemes organised at various protection levels that fail to cover all unemployed groups, and particularly the long-term unemployed<sup>3</sup>.

The requirements to access contributory protection schemes pose a significant obstacle for the long-term unemployed, and hinder access for the very long-term unemployed. The protection provided by these schemes may last more than one year if contributions were made for more than 36 months over the preceding six years. This means that the majority of long-term unemployed who gain access to benefits do so only through assistance schemes, including the Active Integration Income (RAI).

Unemployment assistance protection consists of a series of means-tested programmes: Unemployment Assistance Benefits, Agrarian Unemployment Subsidy and Income, Active Integration Income (RAI), Professional Requalification Programme (PREPARA), and the Employment Activation Programme (PAE). These schemes have been gradually integrated into the unemployment system at various moments of the labour reform. The result is a layering of different eligibility conditions and a varying duration of protection depending on previous contributions, family responsibilities, and specific social conditions (disability, gender violence, returning migrants, and age – older than 45).

Most recently added unemployment assistance benefits, (such as the RAI, PREPARA or PAE) are explicitly geared towards activation. In fact, they are framed as programmes to facilitate access to the labour market. These are focused on LTU in several ways: one strand of RAI is specifically intended for the LTU older than 45; PREPARA and PAE programmes require 12 months of registration as a job seeker<sup>4</sup>, and beneficiaries of the PAE must not have received any benefits in the previous 6 months. The RAI has a maximum duration of 11 months (it can be received up to three times, separated by one year gaps), and the PREPARA and PAE have a maximum duration of 6 months (limited to one time only).

As a last resort, the long term unemployed must rely on Minimum Income Schemes (MIS) integrated into regional Social Services systems (except in the case of the Basque County, where the MIS has been managed by the regional PES since 2012). These are social assistance programmes for low income families (258,408 in 2013<sup>5</sup>) oriented to their social insertion. They are characterised by different levels of

<sup>3</sup> Del Pino, E. y Ramos, J. A. (2013); Martín, M.P. (2014); and Toharia, L., Arranz, J.M., García-Serrano, C. y Hernanz, V. (2009).

<sup>4</sup> In the case of PREPARA, there is an alternative strand for unemployed with family dependants.

<sup>5</sup> MSSSI, (Spanish Ministry of Health, Social Services and Equality) (2014) Informe de rentas mínimas de inserción (Report on Minimum Income for Insertion) 2013. Madrid: MSSSI. <http://goo.gl/HXyAJq>.

protection intensity, coverage and duration (in some schemes benefits are renewed as long as necessity persists, while duration is limited in other regions). The low level of protection offered by these programmes is supposed to constitute an incentive to labour market participation.

The 770,700 households with no income (salaries, pensions or unemployment benefits) identified by the Labour Force Survey<sup>6</sup> in 2014 can be considered an indirect indicator of the system's limited capacity to respond to need<sup>7</sup>.

## 1.2 Social Services

The role of PES is mainly the intermediation, activation and protection of the unemployed. There are no comprehensive programmes to support activation by other means (such as childcare, vouchers, etc.). Instead, the unemployed and their families are supposed to obtain that kind of support from other social protection programmes. For their part, healthcare, education and social services do not organise specific schemes for the unemployed or the long-term unemployed.

Regional Social Services Systems maintain general access, but, probably with some exceptions, do not identify the unemployed as a specific target population. They see themselves as responsible for those who are "socially excluded", rather than for the unemployed, and this approach often extends to MIS. However, within the general framework of regional social services, and notably in certain regional MIS, some Autonomous Regions develop specific programmes geared toward the unemployed.

## 1.3 Activation support

Public Employment Services provide individualised services to their users including professional guidance, intermediation, training for employment, and advice for self-employment, with the objective of achieving their incorporation, continuance and progress in the labour market<sup>8</sup>. These functions were strengthened on February 2015 via the Common Employment Services Portfolio<sup>9</sup> (one of the commitments of the Spanish Employment Activation Strategy). This Common Portfolio enables regional PES to include additional services to the aforementioned.

The level of public spending on activation policies in Spain is average compared to other European countries (0.88% of the GDP). It largely finances incentives for private employment (0.37% of GDP), while spending on training (0.2% GDP) and intermediation (0.15% of GDP) are significantly lower<sup>10</sup>.

The long-term unemployed have hardly appeared as specific target recipients in programmes to encourage hiring<sup>11</sup>. Policy documents express concern for the magnitude of the problem of LTU, but programmes and measures in place fail to reflect this concern<sup>12</sup>.

<sup>6</sup> LFS 2015 /1Q, <http://goo.gl/1KONvc>.

<sup>7</sup> In 2013, unemployment assistance benefits were around 60% of the threshold of poverty risk for one person households. The basic amount guaranteed for one person households by most regional MIS was under 65% of the same threshold (only the programme of the Basque Country was near that threshold). Sources: <http://goo.gl/KBh6fJ>; EU-SILC <http://goo.gl/8nvdjm>; MSSSI, (Spanish Ministry of Health, Social Services and Equality) (2014) *Informe de rentas mínimas de inserción (Report on Minimum Income for Insertion) 2013*. Madrid: MSSSI. <http://goo.gl/HXyAJq>.

<sup>8</sup> Employment Act, following the reform of Act 18/2014 of 5 October. <http://goo.gl/nWqcXt>

<sup>9</sup> Royal Decree 7/2015, of 16 January, approving the Common Services Portfolio of the National Employment System. See: <http://goo.gl/JoKIWE>; <http://goo.gl/BAPOuW>

<sup>10</sup> De la Rica, S. (2015) based on data on 2011 from OECD and Economic Observatory of Andalusia.

<sup>11</sup> Employment policy documents (e.g. Annual Employment Policy Act 2014, PAPE-2014) recognize the concern for LTU. <http://goo.gl/PXK1Hh>; <http://goo.gl/BAPOuW>.

<sup>12</sup> In the PAPE 2014, the long-term unemployed are specifically cited in only four out of a total of 422 actions and measures planned. <http://goo.gl/djaf31>, Annex III. Finally, LTU is only recognised as a priority group among others for professional training for employment. <http://goo.gl/XP70nG>.

## 1.4 Links between activation and benefits

As detailed in section 3.2., the mechanisms that link unemployment benefits with activation support since 2011<sup>13</sup> are registration as a job seeker, a personalised action plan as well as personal counselling and advice. In the case of RAI, PREPARA and PAE programmes, beneficiaries must agree and participate on an Individual Action Plan. These programmes are more demanding of recipients, and their duration is also shorter making it more difficult to handle large and complex activation plans. In spite of this, these programmes depend on the real administrative capacity of the PES to design and offer integrated action plans to their beneficiaries<sup>14</sup>. In the case of regional MIS, some kind of integration contract or individual action plan is generally included under various denominations (see 3.2).

As an additional way of linking activation and benefits, the PAE allow for the compatibility of benefits and income from a salary, allowing employers to detract the amount of the benefit from the salary paid to the employee, thus providing an incentive for hiring. In the case of regional MIS, the Basque scheme provides additional payments for employment using a tapering system when the beneficiaries receive a salary<sup>15</sup>.

## 1.5 Older workers

Unemployed workers older than 45 access unemployment assistance benefits with less demanding requirements (family responsibilities), and for a longer period (from 18 to 36 months, depending on family responsibilities and previous contributions). They are also considered a priority group in certain training programmes.

For the unemployed over 55 who fulfil all other conditions for retirement, the duration of unemployment benefits is extended until retirement age. In February 2015, around 37% of unemployment assistance benefits were used to protect unemployed workers over 55 years of age<sup>16</sup>.

## 2 Coordination between services towards a one-stop shop approach

The modernisation of PES has followed a process of regional decentralisation, with growing intervention from employers, private providers, community and voluntary organisations<sup>17</sup>. The Employment Act<sup>18</sup> aims at increasing coordination to facilitate the process of modernisation, decentralisation and growing partnership. The *Spanish Employment Activation Strategy*, the *Annual Employment Policy Act (PAPE)*, and the *PES Information System (SISPE)*, all aim at achieving those objectives

### 2.1 Agency in charge and cooperation between different agencies

Unemployment benefits (both contributory and non-contributory) are managed and controlled by Central PES. Regional PES are responsible for the development and implementation of active labour market policies within their own territories. This

<sup>13</sup> Royal Decree-Law 3/2011 on urgent measures on employability and reform of active labour market policies.

<sup>14</sup> SWD (2015) 28 final, Commission Staff Working Document, Country Report Spain 2015, including an in-depth review on the prevention and correction of macroeconomic imbalances, (COM(2015) 85 final), <http://goo.gl/16TaiV>.

<sup>15</sup> Act 4/2011, of 24 of November, on modification of the Act on Income Guarantee and Social Inclusion. <http://goo.gl/nfJzu2>

<sup>16</sup> MESS, Spanish Ministry of Employment and Social Security (2015) *Boletín de Estadísticas Laborales (Bulletin of Labour Statistics)*. June 2015. <http://goo.gl/yOkCt6>

<sup>17</sup> Martín, M.P. (2014).

<sup>18</sup> Employment Act 56/2003 (following the reform of Act 18/2014 of 5 October) Art. 7.1.bis. This Act aims to modernise employment policies and to improve the governance of the system after regional decentralisation, the incorporation of new agents in this domain of policy, and the promotion of employment activation. <http://goo.gl/Aa4IXK>.

includes the responsibility for unemployment registration<sup>19</sup> (For a more detailed description see table in Annex I). In order to claim unemployment benefits (Central PES), and to benefit from activation support (regional PES), unemployed workers must register as job seekers with their regional PES. After registering they receive the card that identifies them as unemployed. As already mentioned in section 1.2., some of the MIS, under regional Social Services management, include specific Programmes for social integration and activation support addressed to those 'socially excluded'.

The *Spanish Employment Activation Strategy 2014-2016*, and the *Annual Employment Policy Act 2014 (PAPE 2014)* may be considered steps forward in the coordination between public administrations, and in the future evaluation of active employment policies, since they have been prepared in collaboration with the Autonomous Regions, and include 26 evaluation indicators<sup>20</sup>. Yet, the strategy seems too broad to meet the specific needs of LTU, and to resolve the core problems of coordination between employment and social services.

The effectiveness of the coordination between Central and regional PES has improved as they usually share physical spaces (described in section 2.2), and a basic information through SISPE (described in section 2.4). However, the coordination between employment and social services is weak due to problems such as: a) the dispersion of legal responsibilities and information systems across various departments; b) insufficient training of professionals in services beyond the tasks of their own department; c) fragmented liaison between the agencies that implement active employment policies<sup>21</sup>.

Some progress has been made by applying new practices, most of them at the regional level, above all in three aspects of coordination between PES and Social Services: the establishment of coordination protocols, the creation of multi-disciplinary teams, and the preparation of joint social and labour insertion action plans mainly for vulnerable and/or at risk of social exclusion groups. Among the practices implemented worthy of mention are: the Clara, Sara and Aurora Programmes<sup>22</sup>; the Basque Country social and employment services<sup>23</sup>; the Social and Employment Integration Law of La Rioja<sup>24</sup>; the Madrid Autonomous Region protocol for referral between social and employment offices<sup>25</sup>; cooperation between services in Castile and Leon; the Innovation Programme for Social Inclusion in Aragon<sup>26</sup>; and the Surge project in Andalusia<sup>27</sup>.

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<sup>19</sup> For more details on the structure and functions of the National Public Employment System, see the already mentioned Employment Act 56/2003 (consolidated text March 2015).

<sup>20</sup> Annual Employment Policy Act 2014 - PAPE 2014, Annex V, <http://goo.gl/djaf31>

<sup>21</sup> Red de Inclusión Social (Spanish Network for Social Inclusion) (2014), Mecanismos para mejorar la inclusión social de las personas en situación o riesgo de exclusión a través del empleo. La coordinación entre los distintos servicios que trabajan para lograr su inserción social y laboral y la búsqueda de políticas activas de empleo más eficaces para estas personas. (Mechanisms to improve social inclusion through employment. Coordination between services working on social and professional integration and more effective active employment policies for these people) <http://goo.gl/VWvY0F>

<sup>22</sup> CLARA Programme: <http://goo.gl/1MTgqP> ; SARA Programme: <http://goo.gl/Jnl72K>; AURORA Programme: <http://goo.gl/tLaIVx>. All of them are implemented at national level.

<sup>23</sup> Servicio Vasco de Empleo Lanbide (Basque Public Employment Service) (2012). Colaboración entre el Servicio Vasco de Empleo Lanbide y los servicios sociales municipales en el marco de los convenios de inclusión activa (Collaboration between the Basque Employment Service Lanbide and municipal social services in the context of active integration contracts). Vitoria-Gasteiz: Eusko Jaurilaritza-Gobierno Vasco. <https://goo.gl/grilwM>.

<sup>24</sup> For details, see <https://goo.gl/Q1Kqq6>.

<sup>25</sup> For details, see <http://goo.gl/Ooym1I>.

<sup>26</sup> For details, see <http://goo.gl/Iq7sd0>.

<sup>27</sup> For details, see <http://goo.gl/IZW72H>.

## 2.2 Access to benefits, services and activation: Single point of contact or one-stop shop

There is no single point of contact or one-stop shop that coordinates income support, social and/or unemployment services to offer a joint response to LTU. Besides, as it has already been detailed, job seeker registration, benefits and activation are controlled by different administrations and their own caseworkers.

According to the CORA Report<sup>28</sup>, coordination has improved between Central and regional PES since June 2014 because the unemployed can complete the job seeker registration and the benefits application in the same building (which previously were sometimes separate and independent from each other). In some cases, this has simplified administrative procedures for the unemployed. However, the fact that caseworkers still depend on their own agency causes inefficiencies due to differences in organisation and workload. Additionally, this can be an obstacle for a flexible collaboration between caseworkers from different agencies and the unemployed job seekers and make it more difficult to pay attention to the unemployed job seekers in an efficient way (i.e., there are regions where there is not a single-appointment system attended by both agency caseworkers even when they share the same office<sup>29</sup>).

There are some cases which, despite not being strictly a one-stop shop, nor specifically geared to LTU, do establish a more streamlined coordination protocol between employment and social services. In these cases, the systems maintain their autonomy. The employment service may lead this coordination (Basque social and unemployment services), or it may be led by social services (Social and Employment Integration Act of La Rioja; Madrid Autonomous Region protocol of referral between social and unemployment offices; cooperation between services in Castile and Leon). For example, in the Basque Country, in 2012 (Law 4/2011, 24 November<sup>30</sup>) the transfer of the responsibility for MIS to the regional PES has channelled all income benefits and support into a single point of access. Access to social services is still separated, but there is an automatic referral protocol between both services. The case of Catalonia is also worth mentioning. Here the Departments of Social Welfare and Employment share the management of minimum income, but access is the sole responsibility of social services, and PES offices are not involved. The Department for Employment develops some activation programmes.

## 2.3 Variation and minimum standards

Employment and social services have developed some quality assurance mechanisms, but they are, in fact, very diverse. The already mentioned Common Portfolio of Minimum Services recently approved (Royal Decree 7/2015) is still being negotiated with the Regions. This Portfolio includes as minimum common services: professional integration services, placement and company advisory services, training and qualification for employment, and advice for self-employment and entrepreneurs. In order to increase efficiency the regional PES will have to gather more detailed information on unemployed professional profiles in the stages of registration and this design of personal employment agreement may contribute to improving the implementation and evaluation of active employment policies in Spain.

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<sup>28</sup> Comisión para la Reforma de las Administraciones Públicas (Commission for the Reform of Public Administration) -CORA-(2015), Informe de progreso de la Comisión para la reforma de las Administraciones Públicas (Progress Report of the Commission for the Reform of Public Administration), <http://goo.gl/rAoulz>.

<sup>29</sup> In some regions the unemployed should visit the PES twice (in two different days, or one day at different hours), to be attended by regional and central caseworkers.

<sup>30</sup> Act 4/2011, of 24 of November, on modification of the Act on Income Guarantee and Social Inclusion. <http://goo.gl/nfJzu2>

## 2.4 Exchange of data

The Information System of Public Employment System (SISPE) was created in 2005. It allows Central and regional PES to share basic information on intermediation, active support and unemployment protection<sup>31</sup>. Besides, as previously mentioned, Central PES and regional PES frequently turn to information exchange between caseworkers based on (often) sharing office buildings.

There is no regular connection between regional PES job offer data bases, which hinders the capacity of unemployed workers to access employment offers from outside their region. In July 2014 the Single Employment and Self-Employment Website "Empléate"<sup>32</sup> was launched with the objective of collecting job offers from Central and regional PES, as well as from seven private employment websites, but it is not fully operational yet.

As long as 60% of funds received by regions for active employment policies will depend on the performance of the 26 indicators included in the Annual Employment Policy Act 2014, some improvement could be expected as that initiative is fully implemented. However, the plan recognises that "progress must continue to be made to improve common information systems for the whole State, both for employment and training".

Improvements also need to be made in order to increase information exchange with private placement agencies, following the Framework Agreement signed with these in June 2014. A shared virtual place at the SISPE has already been created for private placement agencies to include information about their activities and participants<sup>33</sup>. Nevertheless, the few collaboration agreements with private placement agencies signed by the end of 2014 reduce the effectiveness of this initiative.

There is no organised exchange of data between PES and regional Social Services. Under the regional MIS, punctual information is shared with unemployment services in several Autonomous Communities (Andalusia, Cantabria, Castile-Leon, Catalonia, Madrid, Melilla, Basque Country and La Rioja) regarding beneficiaries and their participation in activation activities.

There are general administrative, procedural and interoperability barriers among the information systems of the various levels of local, regional and Central Government administrations. These barriers render the active employment policies and results evaluation less effective, and mainly relate to information exchange between PES and social services. In particular<sup>34</sup>:

- Administrative and operative barriers between social services departments and Central and regional PES to have mutual access to their respective data bases.
- Lack of legal coverage to share information related to unemployed workers at risk of social exclusion, due to Personal data protection regulations.

## 2.5 Partnerships with employers, private providers or community and voluntary organisations

Partnerships with employers, for profit private service providers and community and voluntary organisations (NGOs) aiming to build up activation offers for the LTU exist. Many regions base their activation offers on different ways of cooperating with and receiving funding from NGOs. In general terms, these formulas are not focused on the long-term unemployed.

Part of this partnership is channelled through EU Structural Funds (such as the ESF). An example of this is the Operational Programme against Discrimination, in which

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<sup>31</sup> Detailed information on PES Information System: <https://goo.gl/M49Iiq>.

<sup>32</sup> Portal de Empleo, 'Empléate' (Single Employment and Self-Employment Website): <http://goo.gl/VxaCZ6>.

<sup>33</sup> More information in: <https://goo.gl/NhqH7E>.

<sup>34</sup> Red de Inclusión Social (Spanish Network for Social Inclusion) (2014), op.cit.

social and labour market integration of persons at risk of social exclusion (LTU included) has been achieved by signing more than 1,400 collaboration agreements with business associations, chambers of commerce, firms, public administrations, creating a total of 52,901 jobs for excluded people<sup>35</sup>.

### 3 Individualised approaches

#### 3.1 Conditionality requirements

All applicants for unemployment benefits (both contributory and assistance) must sign an Activity Commitment which includes accepting an adequate job offer, providing proof of active job seeking, and participating in the activities proposed by the PES. As previously stated, unemployment assistance benefits are subject to the obligation to “attend, when summoned, PES offices or employment agencies” (in relation with employment offers, orientation and training activities).

Regional MIS are diverse, yet mostly have similar conditions<sup>36</sup>: recipients must use benefits to cover basic needs, inform of any changes in their personal situation, repay amounts received incorrectly, and request other assistance due to them. Further conditions apply in some of these schemes such as school attendance for minors, to register as a job seeker, and even the commitment to pursue activities indicated in their personalised action plan.

#### 3.2 Action Plans and Integration contracts

Since 2003, the Employment Act gives to “personalised employment insertion paths” the role of linking benefits and activation support. However, these paths lacked a clear form and shape until 2011. In 2011<sup>37</sup>, an individualised employment insertion itinerary was established as an entitlement for the unemployed, and an obligation for PES. This itinerary must begin with an individual assessment based on unemployed needs and requirements, and has to give access to employment services. The Personal Agreement for Employment (*Acuerdo Personal de Empleo*) has to be signed by the unemployed worker, and it gathers together all these particular issues.

What the individualised employment insertion itinerary and the Personal Agreement for Employment will look like, is somewhat ambiguous. In the aforementioned Common Portfolio (Art. 5.2), the itinerary appears as an entitlement for unemployed workers, but it is a binding commitment for those receiving benefits. In the case of programmes intended for the long-term unemployed (RAI, PREPARA and PAE), it has become a requirement for admission (these programmes allocate an individual caseworker to the claimant for preparation of the individual action plan, which should then be ready in one month). However, as already mentioned in Section 1.4, the short duration of benefits, especially those more focused on LTU (RAI, PREPARA and PAE), hinder the design and use of longer individual labour insertion action plans.

Moreover, there is no overall design pattern of support activities. The documents consulted do not contain a minimum standard for the Personal Agreement for Employment (beyond listing its components: interview, profile, actions for employability and active search), and do not specify whether the plan is discussed with the claimant. Besides, the responsibility for designing and monitoring these plans falls in the hands of the regional PES, while the management of benefits corresponds to the Central Government PES.

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<sup>35</sup> Caritas Spain, Spanish Red Cross, ONCE Foundation and Roma Secretariat Foundation (2013).

<sup>36</sup> For further details check MSSSI, (Spanish Ministry of Health, Social Services and Equality) (2014) Informe de rentas mínimas de inserción (Report on Minimum Income for Insertion) 2013. Madrid: MSSSI. <http://goo.gl/HXyAJq>.

<sup>37</sup> Royal Decree-Law 3/2011 on urgent measures on employability and reform of active labour market policies), referred on Common Employment Services Portfolio (Royal Decree 7/2015, de 2015).

In the midst of the economic crisis which has brought an exponential rise in demand, the actual administrative capacity of Central and regional PES to design and offer integrated action plans to beneficiaries has prevented this individualised service from really being provided<sup>38</sup>. The collaboration envisaged in the 2012 labour reform between the PES and private placement agencies, for individualised guidance and follow-up for the unemployed, is still weak. In June 2014, the Central Government approved a Framework Agreement with 80 private placement agencies to collaborate with PES<sup>39</sup>. However, not only had very few collaboration agreements actually been signed by the end of 2014,<sup>40</sup> but the results will not be immediate, due to the complexity of assessment with these groups of people.

In the case of Regional MIS, all nineteen regional schemes include some kind of integration contract under different titles, and focus on social conditions and/or activation. There are various implementation arrangements:

- In most regions local social services share with regional governments the responsibility for designing and monitoring these Plans. At the regional level, the agencies in charge are departments of Social Welfare (Andalusia, Aragon, Asturias, Extremadura, Galicia, Madrid, Murcia, Valencia and Melilla).
- In some cases responsibility is shared with the departments of Employment (Castile-Leon, Navarre).
- In others, the duties are not shared and they fall in the hands of regional Departments (Catalonia or Basque Country), or to local Social Services (Canarias, Castile-La Mancha, La Rioja, and Ceuta).

When it comes to regional MIS, the focus of those programmes may vary according to the employability of claimants, and the kind of support they need. Control mechanisms and sanctions are not related to the duration of unemployment.

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<sup>38</sup> SWD (2015) 28 final, Commission Staff Working Document, Country Report Spain 2015. <http://goo.gl/16TaiV>.

<sup>39</sup> Framework Agreement with Placement Agencies for collaboration with PES in unemployed people integration on labour market. <http://goo.gl/CwREan>.

<sup>40</sup> De la Rica, S. (2015).

#### 4 Overview table

		Please put an X in the column that best represents the situation in your country			Please summarise in a few words and in order of priority the 3 key gaps that need to be addressed to improve effectiveness (if only one gap just complete one column)		
		Very good	Medium	Weak	Gap 1	Gap 2	Gap 3
<b>Effectiveness of benefits &amp; services supporting the long-term unemployed</b>	<b>Income benefits</b>			X	Fragmentation and lack of continuity of benefits; limited duration of benefits for the long-term unemployed.	Limited protection, below the poverty line.	Lack of compatibility between unemployment benefit and access to employment, including lack of tapering of benefits when entering employment.
	<b>Social Services</b>			X	Highly fragmented intervention between various services; lack of cross-linkage.	Lack of coordination between employment and social services.	Services insufficiently aligned to the specific needs of the long term unemployed.
	<b>Activation services</b>			X	Links between benefits and activation are often conditional.	Lack of evaluation of the effectiveness of measures to support activation.	Irregular spending levels between different types of activation support.
<b>Effectiveness of coordination between employment, social assistance and social services Between Central and regional PES</b>			X		Dispersion of legal responsibilities and administrative and procedural barriers; interoperability of information systems between departments of different administrations.	Insufficient professional training on departments other than their own (employment or social services).	Fragmentation of agents (Central Government and regional PES, third sector organisations, private enterprises).
<b>Between Employment services and Social Services</b>				X			
<b>Extent of individualised support</b>				X	Short duration of programmes to tackle longer, more complex labour insertion action plans.	Limited administrative capacity of Central and regional PES to design and offer integrated action plans to beneficiaries.	Insufficient coordination between public services and private placement agencies for the extension of individualised support.

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## Annex I

Agency		Benefits/ Services	Amount (MISSOC)	Duration	Coverage	Compatibility with salaries	Obligation to register as job seeker	Activity Commitment	Individual Employment Insertion Path	Personal Agreement for Employment
NATIONAL Employment System <sup>41</sup>	CENTRAL PES	UNEMPLOYMENT ASSISTANCE BENEFITS		3-2 months (Depending on previous 6 years' contributions)	55.3% (2.3 million) (Registered unemployment, Ministry of Employment)	Compatible with a part-time employment (benefit is reduced in proportion), not with full-time employment, nor with self-employment.	Yes	Yes	Yes	Yes
	Management and control of benefits. Others	Contributory unemployment benefit <sup>42</sup>								
		UNEMPLOYMENT ASSISTANCE BENEFITS Non contributory		3-36 months (Depending on age, previous contributions, family responsibilities, and additional social	29.4%, (1.6 million) (LFS, Negueruela, 2015)	Compatible with part-time employment (wage under 75% of the	Yes	Yes	Yes	Yes
		Unemployment Subsidy <sup>43</sup>	Flat-rate amounts From €400, to €426 month. Slightly							
		Active Integration Income (RAI) <sup>44</sup>								

<sup>41</sup> Employment Act 56/2003, (consolidated text March 2015) Art. 7.1. bis. <http://goo.gl/nWqCxt> .

<sup>42</sup> <http://goo.gl/GYoh7e>

<sup>43</sup> <http://goo.gl/ZAZFZy>

Agency	Benefits/ Services	Amount (MISSOC)	Duration	Coverage	Compatibility with salaries	Obligation to register as job seeker	Activity Comm tment	Individual Employment Insertion Path	Personal Agreement for Employment
		higher with family dependents		conditions)	minimum wage, benefit amount reduced in proportion), not with full-time employment, nor with self-employment.				
	Professional Requalification Programme (PREPARA) <sup>45</sup>				No	Yes	Yes	Yes	Yes
	Employment Activation Programme (PAE) <sup>46</sup>				Yes (deduction from salary, max. 5 months)	Yes	Yes	Yes	Yes

<sup>44</sup> <http://goo.gl/EVzppZ>.

<sup>45</sup> <http://goo.gl/iGNWXc>

<sup>46</sup> <http://goo.gl/xR3xET>

Agency		Benefits/ Services	Amount (MISSOC)	Duration	Coverage	Compatibility with salaries	Obligation to register as job seeker	Activity Commitment	Individual Employment Insertion Path	Personal Agreement for Employment
	REGIONAL PES  Design and establishment of new measures	Labour intermediation  Job seeker register  Active Policies Professional guidance Training for employment Advice for self-employment incorporation, continuance and progress in labour market								Responsibility for designing and monitoring these agreements
REGIONAL SOCIAL SERVICES management and delivering of social assistance benefits, except in the Basque Country, which MI Scheme is under regional PES responsibility		SOCIAL ASSISTANCE BENEFITS  Minimum Income Schemes <sup>47</sup>	Regional differences ranging from €300 (Murcia) to €662.5 (Basque Country) (One person household, 2013)	Variable depending regions	258,408 recipients	Final amount is differential with household incomes	There is no general rule. Not as a condition but as an activation measure (included in	In most of the regions		Some kind of contract or plan including social or/and activation measures

<sup>47</sup> <https://goo.gl/epobuL>

Agency	Benefits/ Services	Amount (MISSOC)	Duration	Coverage	Compatibility with salaries	Obligation to register as job seeker	Activity Commi tment	Individual Employment Insertion Path	Personal Agreement for Employment
						insertion contracts or action plans)			

