

Structural Funds, national inclusion plans and NGOs
 Based on the experience of the private operators of the Multi-regional Operational Programme to combat discrimination
 Host Country Report

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SUMMARY

This report describes the way in which the Multi-regional Operational Programme to Combat Discrimination 2000-2006 (ESF – ERDF) has been developed, the impact it has itself had in the social inclusion of especially least-favoured groups and the role a group of social support NGOs have played in it. It combines, thus, three elements: Structural Funds, National Inclusion Plans and social work institutions. **The overarching ideas transmitted in this experience show how Structural Funds can have an active role in the national strategies for social inclusion and the added value NGOs can provide to such objective.**

Structural Funds are the most relevant financial instruments used to reinforce social and economic cohesion within the European Union ¹. In practice, historically most of the countries and this is also the case of Spain, have preferentially allocated these resources to the economic growth and the creation of infrastructures, and in a lesser extent to the social aspect. The most open approach that successive regulations have had, (especially after the period 1994-2000) where there was given the chance of investing in equipments and educative, health and social infrastructures and the ESF started to have a more inclusive dimension stopping from exclusively focusing on the access to training and jobs, has contributed to lending a greater weight to the social dimension.

Spain has been participant of that tendency and, in fact, for the period 2000-2006 an allocation of more than 1.500.000.000 € was planned to fight social exclusion, with the aim of attaining more than 2.200.000 recipients. The OPCD meant an important progress for Spain due to two reasons: firstly because for the first time a nationwide Operational Programme focused, exclusively on the labour and social inclusion of the sections of society which find special difficulties to access to the labour market; secondly because, as well for the first time, a group of NGOs, five initially but six afterwards, became managing organizations of part of that operational programme. It is important to make clear that the participation of Spanish NGOs as recipient from Structural Funds have been historical, especially as regards to ESF, but what is innovative in this programme is that they have become managing organizations ².

¹ “Considering that article 158 provides that with the aim of reinforcing economic and social cohesion, the Community intends. to reduce the gaps between the levels of development of the various regions and the extent to which the least favoured regions or islands, including rural areas, are lagging behind, section 159 whereas article 150 provides for that action to be supported through the Funds with structural purpose, («structural Funds»), from the European Investment Bank (EIB) and the other existing financial instruments.” Section (2) of the Regulation Whereas (EC) N° 1260/1999 where general provisions on the Structural Funds are laid.

² By managing organization we understand the one which is given the job to manage a part of the Operational Programme, for the whole period.

As described next, the quantitative results achieved by Spanish Cáritas, the Secretariado Gitano Foundation, the ONCE Foundation, Spanish Red Cross, Diagrama Foundation and Luis Vives Foundation have been very important until 2006³: 226301 beneficiaries, 57581 training people, 103291 haring people and 734 created enterprises.

But as important as these quantitative results, have been other qualitative advancements like the improvement of knowledge through studies, analysis, observatories, etc., about the reality of the collectives and groups of people who suffer poverty and exclusion of the labour market more, the development and implementation of adapted methods and working tools, those sensitizing actions carried out, etc. On the other hand, it is obvious that this programme, after seven years of life, has achieved important impacts in the role placed by NGOs as labour and social inclusion agents, in their role as interlocutors with the civil service, the creation of partnership structures, the implementation of net-working systems, the involvement and active participation of the recipients themselves and in short, in a whole group of matters that mean a development in social inclusion strategies.

The successful development of this initiative, in spite of the limitations and difficulties it has faced, opens the door to the repetition of similar experiences during the new programming period 2007-2013, both in the national and in the local level. It also invites to continue reinforcing the inclusive dimension of Structural Funds, looking for more synergies between social and employment policies, adding a more open and inclusive approach of these funds and giving the social initiative a more active role to manage them.

The document displayed next is divided into three parts: The first one shows the general view of the different entities and actors which is the object of this peer review, specifically, it is briefly described the way in which it is focused the fight against social exclusion of the more vulnerable collectives when accessing to training and employment from the national plans of inclusion; it is analyzed the degree of qualification and employment these groups have; it is described the way in which Structural Funds are implemented and, more precisely, the ESF in Spain and there is a brief panoramic description of the reality of social work NGO. The second part describes in detail how the OPCD is structured, the actions private operators carry out in it, the obtained results and future forecasts. In the third part it is analyzed, in light of achieved lessons and the experience of these years, a series of aspects that can be the object of discussion and exchange, with the aim of obtaining a mutual learning for the group of countries taking part in the peer review.

1. Employment, Social Inclusion, Structural funds and NGO

There are illustrated next, the envisaged activities in the successive NAPin in relation to social inclusion, to later analyze the situation of these population groups in relation to the labour market. It will also be briefly described the way in which the European Social Fund is managed in Spain and a view of the social work NGOs.

³ We have to take into account that most of these operators will continue developing actions until 2008 included.

1.1. NAPin AND EXCLUDED GROUPS

Together with transverse character objectives around which are structured the successive NAPin elaborated by the Spanish government, the groups especially excluded have always been an object of attention, both in the strategic approach and in the political measures; in fact, one of the characteristics of the Spanish inclusion plans has been its target approach. This way, for example in the NAPin 2001 – 2003 it was planned, among the political measures, to reinforce the social protection of groups and collectives especially excluded. In the NAPin 2003-2005 the main instruments to access employment of these groups were reinforced, like placement itineraries, incentive for employers with the implementation of reductions in payments to the Social Security and an increased cooperation between NGOs and decentralized services of state employment. It was also promoted a new set of measures aimed at guaranteeing the access to legal support. Between 2000 and 2003 more than a million and a half people took part in activities financed jointly by the ESF and the EQUAL common initiative in regards to social inclusion.

In the NAPin 2005 – 2006 a key element was the increase of both the minimum wage and the lowest pensions. There were also included measures regarding disabled people, a new housing national plan, a revision of the NGOs subsidy system and actions to fight premature school drop-out. An important measure was the regularization of an important immigrant contingent, which helped to reduce non-declared employment and to increase the social protection of these workers. As regards to dependency, it has to be mentioned the elaboration of a White Book and the preparation of a new law, as well as the setting-up of a specific state fund. Related to the gender violence, it was proposed the new Law against Gender Violence which guarantees victims physical protection and legal defence.

Moreover, this Plan adds another set of actions to deal with specific problems of vulnerable groups: the high rate of temporary work contracts amongst young people and the difficulties they face to access housing; the higher unemployment rate among women with regard to men, the high rate of temporary and part-time contracts (not voluntarily chosen), and lower salaries for women in comparison with men's; the high rate of unemployment of disabled people, as well as the added difficulties they have to face due to the physical existing barriers, the difficulties immigrants find to adequately integrate into school system and bear important deficiencies in the housing conditions; the situation of clear inequality of gypsy people as opposed to the rest.

The fourth Plan for Social Inclusion (2006-2008) gathers five strategic global objectives, related to the challenges pointed out in the 2006 Joint Report. All of them reinforce mutually, are associated to the Lisbon objectives and focus in combining economic growth and social welfare, not to forget the inequality reductions and the prevention of social exclusion. For each of these objectives there are a series of envisaged political measures:

- The **first objective** consists in reinforcing the access to the labour market and focuses specifically on women and other vulnerable groups (disabled people, victims of gender violence or people who suffer social exclusion).
- The **second objective** tackles the necessity of guaranteeing minimum economic resources, emphasizing vulnerable groups like people with low salaries and pensions.

- The **third objective** consists on ensuring equity in education.
- The **fourth objective** refers to immigrant integration and envisages an integrated approach, which comprises several actuation axes: education, employment, housing, social services and health, not to forget specific necessities of young people and women.
- The **fifth objective** tackles the guarantee of rights and the services and social support assistance to people in a dependence situation, as a consequence of social and demographic tendencies.

Furthermore, the Plan envisages a series of measures and actuations in favour of the people in a situation of bigger vulnerability and more precisely aimed at:

- Supporting the social integration of immigrants
- Guaranteeing the care to people in a dependence situation
- Setting out or measuring a series of measures oriented to old people, disabled people, women, young people, childhood, families, Spanish gipsy population, emigrants and prison and ex-prison population. (See Annex I).

Of the whole estimated expenses in the NAPin 2006-2008, the budgetary effort on specific measures oriented towards those population groups affected by the Operational Programme comes to 7.134.617.280 €, which means the 12,61% of the total budget. (See Chart 1)

Chart 1:

Foreseen NAPin budgetary effort 2005-2006 (III NAPin) and 2006-2007(VI NAPin). Euros					
	Year 2004 (Base)	Year 2005	Variation 04-05 Rev (%)	Years 2006- 2007 (Estimated)	Accumulated average rise. 2006-2007 respecting 2005 (in %)
Access to employment	1.248.989.432	1.321.506.457	5,8	2.861.644.540	5,7
Resources guarantee	11.675.058.702	12.157.250.158	4,1	27.645.744.893	8,9
Education	2.074.716.960	2.323.840.024	12,0	6.082.918.093	17,0
Immigrant Population	140.764.433	269.256.088	91,3	745.935.490	21,7
Attention to dependency	0	50.000.000	-	1.000.000.000	300,0
Health	435.307.656	458.803.819	5,4	1.085.856.740	10,1
Social Services	750.232.208	778.552.268	3,8	1.650.723.060	4,0
Housing	796.536.393	1.076.509.220	35,1	3.347.800.679	33,2
Justice	19.467.890	29.582.610	52,0	62.620.350	5,4
Inclusion in the knowledge-based society	14.653.222	22.459.210	53,3	127.622.946	71,3
Elderly People	640.528.155	780.722.680	21,9	1.877.422.095	13,1
Disabled People	1.234.461.953	1.368.500.398	10,9	3.361.891.140	14,3
Women	142.625.199	156.696.177	9,9	350.364.087	7,3
Young People	396.981.849	518.893.676	30,7	1.316.011.101	14,5
Childhood	276.501.451	294.779.914	6,6	643.891.298	6,2
Actions to support families	1.157.192.563	1.321.516.655	14,2	3.072.496.202	9,5
Spanish gipsy population	45.711.346	46.634.111	2,0	102.000.755	6,0
Emigrants	55.681.644	89.770.300	61,2	258.343.313	21,9
Homeless people	22.930.982	25.731.028	12,2	61.831.529	12,8
Prison and ex-prison people	52.822.643	49.945.774	-5,4	110.857.958	7,0
Agents mobilization	195.013.455	258.339.705	32,5	827.381.907	35,9
Total	21.376.178.136	23.399.290.272	9,5	56.593.358.178	13,2

Source: NAPin 2006-2008

1.2. Employment and least-favoured groups: situation and tendencies

During the last decade there has been in Spain a sustained real GDP growth higher to the average of the EU, which has contributed to perceptibly reduce the income difference. The income per capita, in current terms, has passed from 18.500 € in the year 2000, to 23.900 € in 2006, being currently in the 15 members states of 26.200 € and of 23.400 in the 27 members.

Considering these indicators the development of the social and economic situation during the last years can be evaluated positively, though we should still make efforts to make the growth that is already happening, contribute to the achievement of a more equitable development and to a bigger social cohesion, as some worrying phenomena still persist or new others appear: GDP growth has not resulted in a balanced economic growth; together with the unemployment decrease, it can be perceived a bigger precarious state of labour conditions

and a decrease of many families purchasing power, family debt has increased, mainly as a consequence of the increase of housing costs; the rate of school failure continues being high; poverty rate has slightly risen, from 19 to 19,8%.

Employment is another indicator whose evolution has been exceptionally positive during the last years. In 1994, Spanish unemployment rate exceeded 20%, in the year 2000 it was 13,9 % and we currently register the lowest rate since 1978, with 8% during the second term of 2007, which brings us near to the EU of the 15 , which is 6,7%. In addition, the evolution of the Spanish activity rate has also been very positive.

The profile of unemployed people have noticeably changed; while during the nineties, the scarce employment offer made that many unemployed people did not suffer other kind of social problems, currently a sizeable proportion of unemployed are so because in their personal life, family life, the context in which they live, etc, have other kind of problems and difficulties that become at the same time an obstacle to access the labour market. **Nowadays, therefore, unemployment is greater in the excluded collectives** like drug dependents, women with children to care, people with a very low qualification, disabled people, people older than 50... We should not forget that 34, 8% of unemployed are at risk of poverty and/or social exclusion and therefore their access to the labour market is determinant for their social inclusion. Specifically, according to the 2005 Life Conditions Survey.

The quality of employment directly affects the prevention of possible social exclusion situations, acting on one of the causes that generate a structural condition of relative poverty. We find, moreover, a population segment which circulates among employment, unemployment and social defencelessness. This circle especially affects workers with a low salary and aggravates in those cases where there are situations of irregularity, sub employment, etc. Consequently, employment policies find themselves, due to the changes occurred in the labour market, facing a new profile of employed people, and also a new profile of unemployed people.

Also, Spanish society must face the new social phenomena that have occurred during the last years and that are common to other community countries: child poverty, drug addictions, homeless people, feminization of poverty, etc. But there are two questions that specially outstand in our country: ageing population and a rise of immigrant population. As for the number of immigrants in Spain, we have passed from around eight thousand in 2000 to more than 3, 5 million in June 2007⁴. These figures have made Spain one of the three countries in the world which has received more immigrants since the nineties.

Along these last years, active employment policies and a favourable social and economic situation have favoured the decrease of unemployment. Those who have mainly benefited from this decrease have been those who have a bigger degree of employability. Nevertheless, there is a great number of people whose employability is considered low or very low, who cannot have access to the labour market and when they do, they do it in a very precarious way; this is the case of many disabled, immigrants, incarcerated people, ethnic minorities, young people, women drug addicts, unemployed people older than 45 years and, in general, any person who is in danger or at risk of social exclusion. To a great extent, 8% of the current unemployment is made of people who belong to these collectives.

⁴ Taken into account only those who have residence permit or a registry record.

Let's see some examples of their situation:

- In the case of **women**, unemployment rate continues being the double of men, and their salaries are lower when doing the same job.
- As regarding to **roma population**, though the unemployment rate is not much higher than the one of the general population, the rate of temporality is too high, currently exceeding 70% and the one of part-time work as well, more than 40%⁵.
- In relation to **young people**, 2001 closed with an unemployment rate of 16, 97%, while the general rate was of 10, 6%. In the first term of 2007 it had decreased to 13%, while the general one was 8, 5%. Though figures noticeably **improve**, they are still far from reaching an optimum situation.
- If we pay attention to the recorded data on **immigrant population**, we find that the average unemployment rate is placed 4 points of percentage over the general unemployment rate, varying substantially depending on the origin and the sex. In this sense, it is remarkable the figure of women coming from non European or Latin American countries, whose unemployment rate was at the end of 2006 of 32, 4%⁶, three times more than that of men with the same origin. On the other hand, the insecurity of the immigrant population in the labour market is very high.
- As for the situation of the **disabled people**, of a total of 2.339.200⁷ disabled people taken into account by the EAPS⁸ (from 16 to 64 years), only one out of three are economically active (33,7%). Among this economically active population, 120.900 disabled people are unemployed, which means an unemployment rate of 15, 3%.
- The **incarcerated population** has not only grown during the last years but it has also changed its profile. Of the people on parole it is estimated that only 15% are working. Reintegration measures are closely bound to the occupational training measures that take part in prisons and on leaving them.

1.3. Structural funds in Spain in the period 2000-2006

Since its entry in the European Community in 1986, due to its low income per capita compared to the community average, **Spain has been one of the net recipients that have benefited more from the Community Funds**. This tendency is broken in the new programming period. As it can be seen in Chart nº 2, Spain was granted 54.047 million Euros for the period 2000- 2006.

Chart nº 2: European Funds granted to Spain 2000-2006 (million euros, 1999 prices)

⁵ Población gitana y empleo. Un estudio comparado". Roma Secretariat Foundation 2005

⁶ Permanent Immigration Observatory "Inmigración y Mercado Laboral". Document nº 14

⁷ Module about disability from the EAPS 2nd term 2002.

⁸ Data from the document "Un estudio general sobre el concepto y las fuentes para investigar la relación entre discapacidad y mercado de trabajo en España". Project done according to the Collaboration Agreement between the Ministry of Labour and Social Affaires –Social Services, Family and Disability State Department- and the University Carlos III, Madrid. December 2005.

Structural Funds						Cohesion Fund
Objective nº 1	Transitory aid Objective nº 1 (*)	Objective nº 2	Transitory aid Old Objectives num 2 and 5b(*)	Objective nº 3	Total Structural Funds	
37.744	352	2.553	98	2.140	42.887	11.160

Source: In-house report from data from the web page Info regio (http://ec.europa.eu/regional_policy/index_es.htm)

In coherence with the Spanish administrative configuration, which characterizes by a high decentralization level, **the management of the Structural Funds in Spain is done jointly between the General Administration of the State and the autonomous communities;** exceptionally, in some programmes county councils and city councils also administer. Funds administered by the central administration are channelled through Multi-regional Operational Programmes and those administered by Autonomous Communities, through Regional Operational Programmes. As showed in Chart num. 3, in the case of the ESF the total amount for the period 2000-2006 has been of 11.916,76 million Euros. 72% of it has been administered by the Central Administration through the Multi-regional Ops and 35% by the Autonomous Communities through the Regional Ops.

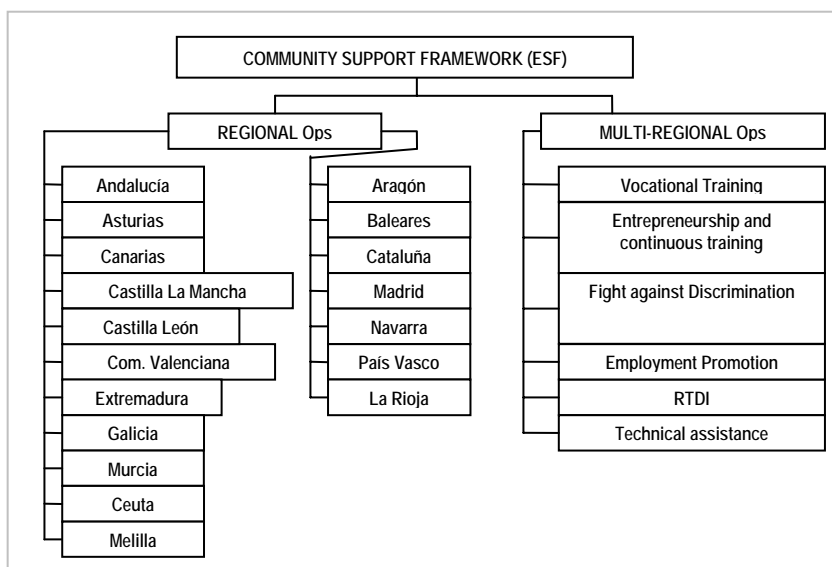
**Chart nº 3:
Funds granted to Spain in the period 2000 – 2006 (M €)**

Intervention Ways	Objective 1	Objective 2	Objective 3	TOTAL
TOTAL Regional OPs	3.261,206	228,487	845,888	4.335,581
TOTAL Multi-regional OPs	5.582,303	107,461	1.375,921	7.065,685
CI EQUAL	515,494			

Source: Cuaderno Europeo nº 3 "Los Fondos Estructurales 2007-2013. La participación de las ONG". Luis Vives Foundation.

For the mentioned period, **there have been twenty-five ESF Operational Programmes, 19 regional, that is, one per each Autonomous Community plus the cities of Ceuta and Melilla and six multi-regional.**

Graph n° 1:
Operational Programmes 2000 - 2006



Source: In-house report

The ESF multi-regional Ops, whose budgets are shown in Chart n° 4, focus on the following subjects:

- **Vocational Training Systems:** it tries to reinforce the educative structure and technical vocational training, making up for the imbalances that show the different regions on the subject of human resources.
- **Entrepreneurship and continuous training promotion:** oriented towards promoting entrepreneurship, strengthen employment stability and improve workers adaptability, with a strategy of developing human resources to provide adequate qualification and adaptability to the requirements of the labour market.
- **Fight against Discrimination:** aimed towards the integration of those collectives that due to their specific characteristics are at risk of exclusion from the labour market (women, disabled people, immigrants, incarcerated people, ethnic minorities and others). In this OP six non-profitmaking organizations participate as managers for the first time.
- **Employment Promotion:** this OP is aimed at placement and replacement of unemployed, reinforcement of employment stability and adaptability, placement in the labour market of people with especial difficulties and local and urban development, with a priority participation of women (61%) in the planned actions.
- **RDTI:** actions are framed in axis 2 Knowledge-based society and are oriented towards training (with a major in the development of scientific and technological investigation and on the other hand in technological innovation), employment promotion and investigators relocation.

- **Technical Assistance:** OP to support the managing, payer and control authorities, as well as in the structuring and operation of management systems, funds monitoring and control.

Chart nº 4:
Multi-regional Operational Programmes

MULTI- REGIONAL OPERATIONAL PROGRAMME ESF 2000- 2006	AID ESF	
	M €	%
Vocational Training Systems	175,982	2.49
Entrepreneurship and continuous training	2009,371	28.44
Fight against discrimination	280,876	3.96
Employment promotion	4235,415	59.94
RDTI	361,005	5.11
Technical Assistance	3,027	0.04
TOTAL	7.065,68	100

Source: In-house report from the Cuaderno Europeo nº 3 "Los Fondos Estructurales 2007-2013. La participación de las ONG". Luis Vives Foundation.

In general, the entity in charge of⁹ managing operative ESF programmes in the autonomous communities, is the Regional Economy and Employment Ministry. In some cases there can be only one entity which manages the programme, but normally, in most Autonomous Communities is done by several General Directorates belonging to the economy and employment departments and sometimes also to the one of education and social affairs. In the case of multi-regional programmes, the managing entities depend on the subject of the programme.

The ways to implement Operational Programmes are very varied, but two outstand as the most common: direct activity implementation by the administration itself and to establish public annual announcements aimed to different kind of entities.

Spanish social work NGOs, that are usually very active when developing social and labour placement programmes aimed at people specially vulnerable, **benefit to a large extent from these public announcements for the development of programmes**, very varied (training workshops, employment workshops, occupational training courses, mediation programmes for the labour market, development of placement itineraries, creation of placement companies, etc) Nevertheless, **they are not operational programmes managing entities**, so their activities have to be planned in a short term and subject to annual announcements. The exception to this practice is the OPCD. On the contrary, social entities use to have more relevance when managing Common Initiatives, like the case of EQUAL, taking part in the development associations or sometimes being leaders of them.

⁹ By entity in charge we understand the one which manages the programme (plans it, certifies it and is the interlocutor in front of the Administrative Unit of the European Social Fund). By managing entity we understand that in charge of developing a part or the whole programme.

1.4. Social work NGOs: employment and access to funds role

The third sector of social action¹⁰ in Spain is young, as it is our democracy, but has had a huge development in the last years. Its growth rate has passed from creating less than 100 entities per year during the seventies, to reach around 1.600 new associations in the nineties. According to the survey ASP/TSAS 2001¹¹, 39.2% of the associations and 25.5% of the foundations were created between 1977 y 1990, and during the nineties 52% of the associations and 35.3% of the foundations were born.

Some data that can give us an idea of the importance of the sector are the following:

- There are more than 15.000 social object entities, of which more than 13.500 are associations and 1.500, approximately, are foundations.
- They hire around 200.000 direct workers,
- They can count on more than 100.000 volunteers,
- They provide direct attention and services provision to approximately a million and a half people.
- They mean a weight on the Spanish economy of around 0, 60% of the GDP.
- Almost 60% of them develop actions related with labour placement of people.
- 50% of the social action NGOs incomes come from the public administration.

From a qualitative point of view, this sector is characterized for being dynamic, heterogeneous and plural, both in its approaches and in its activity lines, though very orientated towards providing social services, among them support and training to access employment. It is also remarkable the huge polarization, since 5% big-sized organizations which concentrate 50% of the resources coexist with a 95% which manage the other 50%. These 95% entities are usually of a small size, where 70% of them employ less than six people.

In a context of late development of the welfare Spanish state, where they go for mixed, and not only public, managing models **NGOs have found many opportunities to develop programmes and services by means of agreements, covenants or subventions coming from the public administration.** To this it has to be added the growing contribution of private and business funds (especially from Savings Banks). But its growth is not only happening when providing services or in traditional tasks of awareness and self help, but they start to have a **very important role in the media arena** as opinion formers and in the **dialogue with the public administration.** This role as interlocutors has been especially reinforced during the last years in the central level from the creation of advisory councils, working parties, etc., as shown in the NAPin.

In the field of social and labour placement these characteristics allow attention to users to be personalized and integral, elements that are embodied in placement itineraries, defined as processes that are adaptable to the particularities of each of the users and that have a long term horizon, which allows paying a continuous attention. **The success achieved by the**

¹⁰ *"The Third Sector Social Action, is the field formed by private and non-profit entities of voluntary basis, which arisen from the free civic initiative, work autonomously and try by means of general interest actions, to promote the acknowledgement and exercise of social rights, and to achieve cohesion and social inclusion in all its aspects and to prevent certain social collectives from being excluded from a sufficient welfare levels".* Plataforma de ONG de Acción Social

¹¹ Data from "El Tercer Sector de Acción Social en España" V. Pérez Díaz – J.P. López Novo. MTAS. 2003

performance of these organizations, has led both to the conviction that they play an indispensable and essential role for the social placement of people and to be taken into account more often by public administrations.

To all this, we have to add that it is a sector which is continuously changing, which leads to a bigger professionalization, dualization and to concentrate on second level organizations. Part of this change is favoured by the changes in our system of social protection, as well as by those promoted by the European Union, in such way that the Third Sector Social Action has passed from merely having a subsidiary role of the Administration, to become a key actor in the consultation and provision of services of public guarantee, in fact., as an example, currently **18% of the organizations are considered entities that collaborate with employment and training policies.**

Together with these competitive advantages, a big part of the Spanish NGOs still have a strong dependency on public resources, have a little professionalized management, lack of efficiency and of openness and image and credibility problems. The atomization of the sector, the lack, in many cases of net working systems, make many of these entities have a limited impact in their performances and prevent them from achieving economy of scale.

2. Multi-regional operational programme to combat discrimination: description and results

This section provides a brief presentation of the OPCD and subsequently concentrates on the initiatives developed by each of the operators within the framework of this programme and the results obtained. It also refers to the qualitative advances made possible by the programme from a point of view of gaining insight into the reality in which the programme operates, incorporation of new methodologies, empowering entities, working in co-operation and association, etc.

2.1. The OPCD: brief description

The objective of the **Operational Programme to Combat Discrimination**¹² is the socio-labour inclusion and access to employment of collectives and groups of the population suffering discrimination in the labour market: women, immigrants and emigrants, the disabled, Romani people, prisoners and ex-prisoners, as well as other excluded collectives. This programme is multi-regional because it is implemented in all the Autonomous Communities (except Cantabria) and multi-funded because it receives funds from the European Social Fund (ESF) and the European Regional Development Fund (ERDF).

The initiatives included in this Programme are both geared directly towards individuals, mainly through integrated socio-labour inclusion itineraries (guidance – training – inclusion assistance)

¹² To be exact, this really embraces two similar programmes, one for Objective 1 regions, which seeks to foment the development and structural adaptation of less developed regions, i.e., those with a GDP per capita below 75% of the Community average. (Andalusia, Asturias, Castilla La Mancha, Castilla Leon, Murcia, Ceuta, Melilla, the Canary Islands, Extremadura, the Autonomous Community of Valencia and Galicia) and the other for Objective 3 regions, which seeks to adapt and modernise education, training and employment policies and systems (Aragon, the Balearic Islands, Catalonia, Madrid, Navarra, the Basque Country and La Rioja).

and accompanying measures, such as to improve the effectiveness of the structures and systems through which positive action is taken to assist individuals.

The initiatives are structured around the following focal points:

- **Participation of women in the labour market**, financed by the ESF. The objectives are:
 - Improving women's employability.
 - Fomenting women's entrepreneurial activities.
 - Combating vertical and horizontal segregation as well as salary discrimination and encouraging balancing work with personal life.

- **Inclusion of individuals with special difficulties in the labour market**, financed by the ESF. The objectives are:
 - Promoting the socio-labour inclusion of disabled persons through integrated itineraries, placing emphasis on an adequate gender approach, with the development of personalised and multi-disciplinary itineraries that include information, guidance, training and accompaniment initiatives as well as intermediation in the labour market.
 - Increasing the participation of individuals who face special difficulties in the labour market, with special emphasis on the emigrant and prison population and, in general, the population in a situation or at risk of exclusion, improving their access to training and employment through integrated inclusion itineraries and promoting local services.
 - Increasing insight into the socio-labour situation of these collectives.
 - Applying the transversal principle of equal opportunities, fomenting women's participation based on the specific weight that they hold in the beneficiary collective.

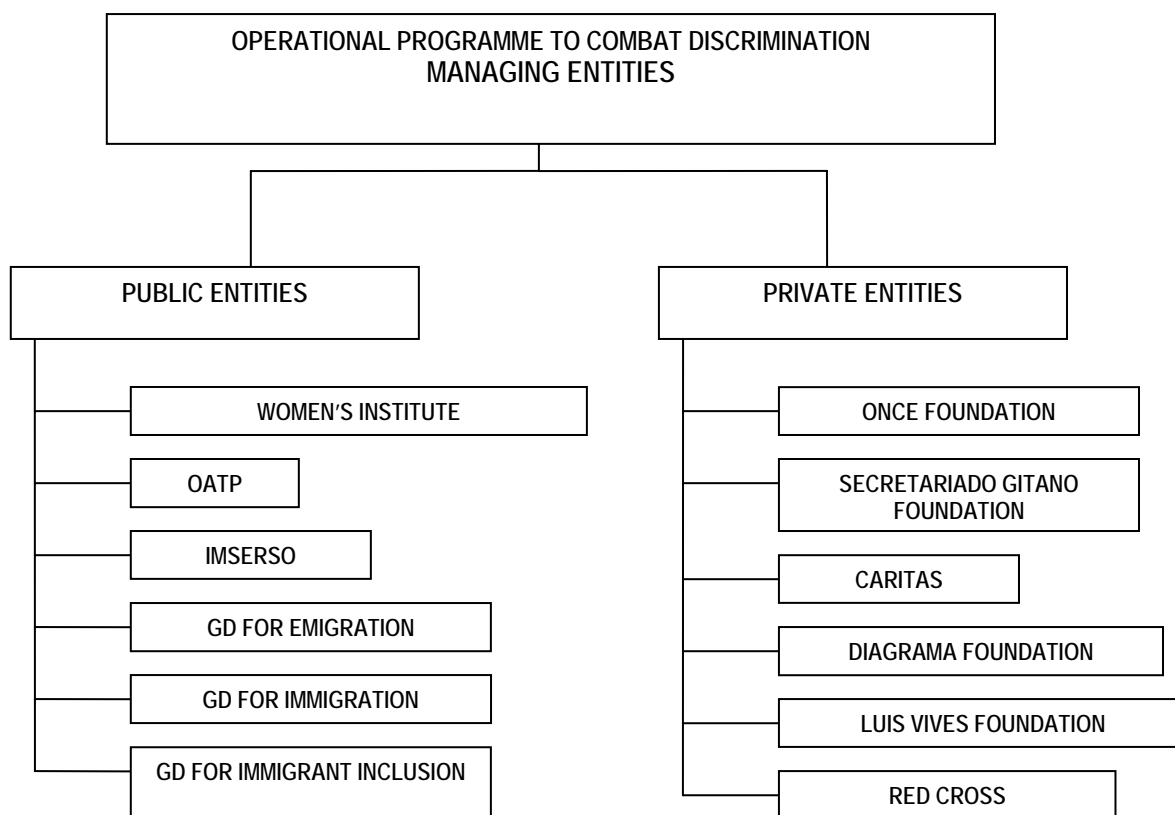
- **Education infrastructure and strengthening education for professionals**, financed by the ERDF; only developed in Objective 1 regions. The objective of this focal point is to provide the adequate and ideal means so that the initiatives of the rest of the focal points are developed effectively and can achieve the desired results.

- **Local and urban development**, financed by the ERDF; only developed in Objective 1 regions. The objective of this focal point is to carry out initiatives mainly focused on adapting public transport to the needs of the disabled, restoring and equipping urban areas and improving urban transport systems.

- **Technical assistance**, geared towards assessment, follow-up, control, information and publicity.

The OPCD is managed by twelve entities which are specialised in a specific problem area or collective. Six of these entities are public and belong to the General Administration of the State: the Women's Institute, the Autonomous Agency for Penitentiary Work, Training and Employment (OATP) the Institute for the Elderly and Social Services (IMSERSO), the General Directorate for Emigration, the General Directorate for Immigration and the General Directorate for Immigrant Inclusion; and six are non-government organisations. These NGOs are national non-profit organisations working in the Third Sector of Social Action and are all highly accredited and qualified to act as managing entities of the programme. These private entities are: the ONCE Foundation, the Secretariado Gitano Foundation, Caritas, the Red Cross, the Luis Vives Foundation and the Diagrama Foundation.

Graph no. 2



Source: internal

There are several implementation methods, in general, the NGOs execute the initiatives themselves (except in the case of the Luis Vives Foundation) and the public entities either execute the initiatives themselves or make agreements or announce calls for subsidy applications for municipalities and NGOs.

From a budgetary point of view, as we can see in Table 5, between Objective 1 and Objective 3, the total cost adds up to approximately six hundred million euros, of which 63% comes from the European Community, i.e., nearly three hundred and seventy-four million euros, and the rest is from national public or private contributions.

Table 5.
OPCD 2000-2006 Budget in Euros

	EC Participation		National Public Participation	Private	Total Eligible Cost
	ESF	ERDF			
Objective 1	203.977.000	92.979.000	126.632.804	1.297.849	424.886.653
Objective 3	76.899.499	-	89.361.717	1.274.682	167.535.898
Total	280.876.499	92.979.000	215.994.521	2.572.531	592.422.551

Source: Internal, based on data from the operational programmes.

Three multi-regional operational programmes financed by the ESF are forecasted for the period 2007-2013. One of them will be aimed at **Combating Discrimination** and its focal points will be:

- Fomenting employability, social inclusion and equality between men and women, specifically:
 - Promoting balancing work with personal life.
 - Boosting equal opportunities between men and women.
 - Promoting social and labour inclusion of immigrants.
 - Proposing social and labour inclusion opportunities for disabled persons.
 - Proposing social and labour inclusion opportunities for persons excluded or at risk of exclusion from the labour market.
 - Improving administrative efficiency.

- Promoting trans-national and inter-regional co-operation.

- Technical assistance, i.e.:
 - Supporting the management, set-up, follow-up and control of the OP.
 - Boosting assessment, analyses, information and communication.

The majority of the entities which have managed the previous programme will be among the operators or intermediary entities which will develop this one. The provisional budget forecasted for this programme is approximately 500.000.000 €.

2.2. NGOs managing the programme: description

Below is a description of each of the NGOs that manage the programme, the initiatives that they perform, the most relevant results achieved in 2006 and their budgets.

2.2.1 CARITAS Spain

Instituted by the Episcopal Council, Caritas was founded in 1947. One of its founding principles is to help individuals who find themselves in precarious situations to further themselves and to fully develop their dignity. It operates in all areas associated with social action, specifically focusing on socially excluded individuals.

It participates in this OP to Combat Discrimination by assisting socio-labour excluded collectives, individuals with low academic qualifications who lack incomes or earn very low wages and have no access to housing; it particularly works with **young single women with family responsibilities, young women who have dropped out of school early, unemployed individuals who are far removed from the labour market, the homeless, individuals in rehabilitation for drug-addiction and other vulnerable or socially excluded collectives**. The objective of its initiatives within the framework of the OPCD is to improve the employability of these collectives and to ensure their socio-labour inclusion.

The work method is mainly based on individualised inclusion itineraries where work is carried out in the admittance, guidance, employment training, employment intermediation and support

phases; in the employment support phase, special efforts have been made in the area of protected employment and self-employment. This work cycle is reinforced by the analyses carried out on the situation of particularly excluded groups from the labour market and by awareness initiatives, training provided to employment agents and investment in infrastructures through the ERDF. This programme is characterised by the fact that the implementation of the programme is adapted to the needs of each of the 60 Diocesan Caritas.

The most relevant results obtained from 2000 to 2006 are: 39.225 persons were assisted, 9.609 persons were trained, 10.337 employee-basis jobs were obtained and 20 protected companies were created.

The total budget for the period 2000-2006 was 52.395.850 €, of which 24.269.475 € were financed by the ESF and 8.584.895 € by the ERDF.

This entity is expected to continue developing initiatives within the framework of the new operational programme for the period 2007-2013. The initiatives will consist of executing socio-labour inclusion itineraries for collectives in situations of vulnerability or social exclusion. One of the most significant lines of action will be the inclusion of immigrants. Caritas hopes to reach 49.000 beneficiaries. The total budget for the coming period will be 33.000.000 €.

2.2.2. *The Spanish RED CROSS*

The Spanish Red Cross, founded on July 6th, 1864, in accordance with the International Conference held in Geneva in 1863, is a voluntary humanitarian organisation which offers a public service and operates under the protection of the Spanish State exercised through the Protection Council. The Spanish Red Cross adheres to the Founding Principles of the International Movement of the Red Cross and the Red Crescent: Humanity, Impartiality, Neutrality, Independence, Voluntary Service, Unity and Universality.

The Red Cross is associated with the OPCD through the programme *Red Inter-labor@*, which carries out employment initiatives particularly aimed at non-EC immigrants, but also at other collectives at risk of exclusion, such as the above-mentioned. The objective of its initiatives within the framework of the OPCD is to improve the employability of immigrants by promoting equal opportunities, combating discrimination and fostering equal treatment within the labour market. To achieve this objective, it carries out activities on two fronts: integrated inclusion itineraries and awareness initiatives: conferences, seminars, information material, campaigns, etc.

The most relevant results in the period 2000-2006 are: 70.171 persons were assisted (68.85% were women); 24.928 persons were trained through 5.508 training initiatives; 49.177 jobs were obtained as a result of its co-operation with more than 13.162 companies. It is also worth highlighting that it has collaborated with 218 public administrations in all areas as well as with 544 NGOs. It has managed to reach 72.689 persons through its awareness and dissemination initiatives.

The total budget for the period 2000-2006 was 42.706.657 €, of which 27.454.679,27€ were financed by the ESF.

The Red Cross is expected to continue developing initiatives within the framework of the new operational programme for the period 2007-2013. The initiatives will consist of labour inclusion activities for immigrants and for other collectives at risk of social exclusion, specifically through labour inclusion itineraries for immigrants through innovative initiatives, such as, professional diversification and promotion projects to help individuals remain in the labour market, intensive itineraries for the most vulnerable individuals, activation projects for women, encouraging corporate social responsibility in companies, awareness campaigns on equal treatment and combating discrimination, as well as research. It expects to reach 50.000 beneficiaries. The total budget for the coming period will be 52.958.827 €.

2.2.3. *Diagrama Foundation*

The Diagrama Foundation for Psycho-Social Intervention is an independent foundation founded in 1991 and made up of professionals, voluntary workers and collaborators firmly committed to children and young people facing difficulties and social conflict and, as a result, at risk of exclusion and imprisonment. Its main objective is to *promote the development of Centres, Programmes and Research aimed at the prevention, treatment and inclusion of minors, and young people in general, in social difficulties, as well as to build awareness among the public and the social agents on the problems of this population sector for the purpose of achieving an active and creative participation, in order to enable the foundation to provide effective solutions to ensure that these collectives achieve their integration and lead independent lives.*

The Diagrama Foundation became a managing entity of the OPCD in 2003 and has **developed initiatives aimed at the vast majority of the youth population under judicial confinement measures, for the purpose of improving their socio-professional inclusion chances by facilitating access to training and the labour market.** These measures have focused on a comprehensive socio-labour guidance plan which basically includes teaching basic skills, tailored education initiatives, professional training, work practice in companies and promoting entrepreneurship. Furthermore, these measures are reinforced and supplemented with research, work groups, introduction of new intervention techniques and methodologies, information and awareness campaigns for institutions and the productive fabric, etc.

Among the most relevant results obtained, we can highlight: 1713 Integrated inclusion itineraries, 449 Pre-employment Training Courses provided by the OPCD's Technical Team, 552 Pre-employment Training Courses on resources excluded from the OPCD, 239 Training Practices in Companies, 905 jobs obtained, 1.119 Collaborating Companies, Collaboration Agreements with 196 Companies for Training Practice.

The total budget for the period 2003-2006 was 15.084.002 €, of which 9.353.500 € were financed by the ESF.

2.2.4. *Once foundation*

Created in 1988 on the decision of the General Board of the ONCE (National Organisation for the Blind in Spain) as an expression of the community of blind in Spain's commitment of solidarity to other persons with disabilities. The *ONCE Foundation for Co-operation and the Social Inclusion of Persons with Disabilities* is an organisation whose trust includes, besides the ONCE itself as

founder, the main four national organisations for the disabled representing each generic type of disability: physical, psychic and sensorial.

The ONCE Foundation has named its participation in the OPCD ***“Action Programme” in favour of the inclusion of the disabled in the labour market.*** To achieve this objective, the main initiatives carried out are focused on improving the employability of persons with disabilities. The initiatives are implemented through employment and training activities within the framework of an integrated inclusion itinerary. Likewise, co-financed by the ERDF, the ONCE Foundation has created an Internet site named *Disc@pnet*, as an instrument to help associate the concept of disability with modernness and technologies and, in its 6 years in operation, it has created the largest virtual community for labour inclusion and other services for disabled persons. Also co-financed by the ERDF, investments have been made in promoting transition employment through the construction and/or acquisition of premises for creating Special Employment Centres. The initiatives are supplemented by a Communication Plan aimed at disseminating achievements and, in particular, building awareness among the economic and social agents on the advantages of hiring persons with disabilities.

Managing the Operational Programme has enabled this organisation to triplicate the social results aimed at this objective: it has provided guidance to more than 81.800 disabled persons, trained more than 16.200, and integrated 18.800 into the labour market. These results mean that it has met its initial objectives by 107%. The web-site *Disc@pnet* has an average of 19.000 visitors a day.

The total budget for the period 2000-2006 was 199.211.528 €, of which 124.341.329 € were financed by the ESF.

This organisation expects to continue developing initiatives within the framework of the new Operational Programme for the period 2007-2013. These will consist of inclusion itineraries, as a means of fomenting employability, the social inclusion of disabled persons and equality between men and women. Initiatives with employers will also be carried out for the purpose of boosting recruitments and entrepreneurship will be promoted through concessions of self-employment aid. These objective-targeted initiatives with beneficiaries are rounded off with diagnosis and forecast analyses as well as with thematic research in addition to awareness, dissemination and promotion initiatives on the use of information technologies.

As a new feature for the next programme period and using the opportunity to include the Equal principles in the Operational Programmes, this organisation will carry out initiatives to promote trans-national and inter-regional co-operation through the creation of co-operation and interchange of good practices networks and associations. The organisation expects to reach 80.000 beneficiaries, of which 44% will be women. The total budget for the coming period is pending the final approval of the Commission and of the Administration Unit of the European Social Fund (AUESF), but it expects to manage approximately 145 million €.

2.2.5. Luis Vives foundation: global grant

Foundations for the Promotion of Social Action was founded in 1987 after various foundations decided to join forces. Its objectives are to support and strengthen the Third Sector of Social Action and it does so through information initiatives, training activities for professionals, promoters

and voluntary workers, guidance and technical assistance, as well as research analyses and debates on the challenges of the Third Sector.

Within the framework of the OPCD, the Luis Vives Foundation has a special task, given that it is responsible for managing the Global Grant of the programme. **The purpose of the Global Grant is to contribute towards the strengthening of the entities belonging to the Third Sector which operate in the field of labour inclusion**, as well as strengthening their associative fabric, that is, *“improving the effectiveness of the structures and the systems through which the action to help individuals is taken”*.

This strengthening of the social entities is done through two procedures: First of all, through the concession of subsidies geared towards activities which contribute towards strengthening the organisations. This financing is awarded through annual calls for applications and they have four priorities: training and qualifying human resources, fomenting networking, the introduction and implementation of quality management tools and the development and implementation of new technologies. Secondly, these initiatives are strengthened by the technical support which this organisation provides to beneficiary entities on managing the programmes, through guidance, seminars, information bulletins, publications, etc.

From 2000 to 2006, 211 projects from 147 entities were supported through eight calls for applications. These beneficiary entities work with a wide range of social collectives with social exclusion problems. The average expenditure per financed project was 84.500 €. Among the most relevant results achieved we can highlight those associated with education and research initiatives for their volume: 321 seminars, 132 conferences and congresses and 53 conferences on fomenting voluntary work, as well as, 102 research projects, 87 web-pages and 67 projects to set up quality management systems. Fifty telematics networks and 24 specific software packages were set up. Twenty-four strategic plans from entities were also developed through the programme.

To develop this programme, the *Luis Vives Foundation* had a total of 21.415.333 Euros as eligible expenditure, of which 13.563.000€ were financed by the ESF. Eighty percent of the total budget was destined to financing projects developed by NGOs and the rest to support and guidance initiatives managed directly by the Foundation.

The Luis Vives Foundation is expected to participate in the new Operational Programme for the period 2007 – 2013 with a total sum of 7.500.000 €. The substantial reduction in the amount available will mean that the implementation mechanism will not be the same as the global grant one, and the foundation will manage the services directly. The initiatives to be developed in the coming period will be geared towards the institutional strengthening of social NGOs working in the field of socio-labour inclusion through information, training, technical guidance, fomenting analyses and research initiatives.

2.2.6. The secretariado gitano foundation

This foundation was created in 2001, although its activities for the full integration of the Roma community began in the decade of 1960. The main objective of its initiatives is to improve the life conditions of Romani people by promoting their access to rights, services and social resources

under equal conditions to the rest of the citizens, as well as to promote the recognition of their cultural identity and to increase support.

The programme managed by the *Roma Secretariat Foundation* within the framework of the OPCD is called **"Acceder"**. Its main objective is to help Romani people gain access to employee-basis employment, with special emphasis on young people and women. To achieve this objective, two types of main initiatives are carried out: On the one hand, individualised socio-labour inclusion itineraries through awareness, guidance, training, labour market intermediation and employment support. On the other, the promotion of proactive policies aimed at the Roma population through training professionals, awareness and development of campaigns, advice to administrations, research, etc.

Among the most relevant results for 2000-2006, we can highlight: 33.375 persons went through individual employment itineraries, 24.029 employment contracts were obtained, 10.160 persons accessed one of those contracts, 550 courses were given with the participation of 5.360 Romani people. It is worth highlighting that more than 50% of the programme participants were women. We must also add the important progress made in changing the attitudes of the Roma population, employers, administrations, society, the significant progress made in Romani people's access to standard resources, the improvement of the social image, the establishment of networks and the creation of synergies on the institutional front.

The total budget for the period 2000-2006 was 57.420.490€, of which 36.549.515€ were financed by the ESF.

This foundation is expected to continue developing activities within the framework of the new operational programme for the period 2007-2013. The objective will be to go more deeply into the measures already initiated by opening new lines of action geared towards developing preventive initiatives to intervene, follow-up, provide tutoring and prevent Romani youths at risk of exclusion from dropping out of school. Romani immigrants from EU countries will also be included as beneficiaries. This objective will be reinforced by the set up and development of a European Platform for technical guidance, training and experimentation towards the joint development of services, methodologies, tools and products to foment mutual learning. The foundation expects to reach 25.000 beneficiaries with an approximate budget of 41.715.950 €.

2.3. Beneficiaries: characteristics

As mentioned above, the initiatives carried out by the social entities within the framework of the OPCD are geared towards individuals and groups of the population facing serious difficulties in gaining access to the labour market due to their situation of exclusion or to discrimination. In total, from 2000 to 2006 the programme has managed to benefit 226.301 individuals. Below is a presentation, see Table No. 6, of the most characteristic profiles of these individuals, as well as the difficulties that they face in gaining access to employment.

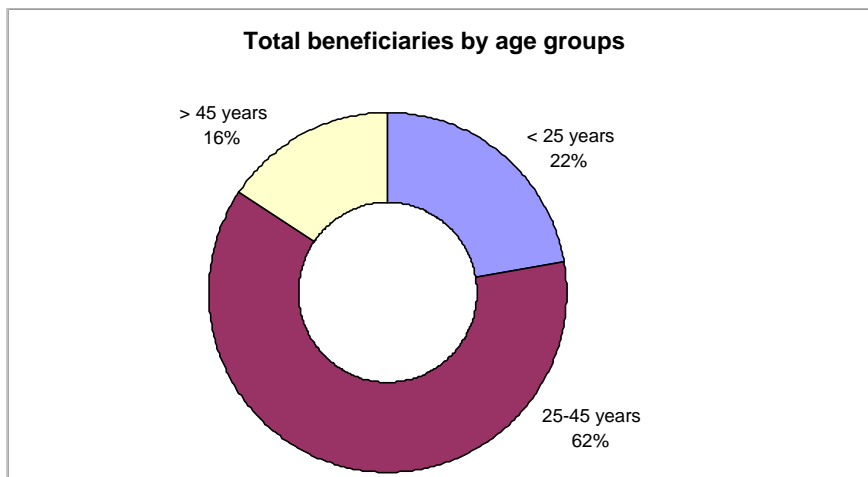
Table No. 6:
Profiles of collectives and access to employment difficulties

TYPICAL PROFILE	MAIN DIFFICULTIES
▪ Immigrants	
<ul style="list-style-type: none"> - Predominance of young people aged 25 to 45 - In general, with non-compulsory secondary education - In many cases, do not speak the language - Difficulties in gaining access to housing - They come from very wide-ranging political and social environments and situations - Very little social support - Misleading information about the labour market and the social reality 	<ul style="list-style-type: none"> - Do not speak the language - Lack knowledge on employment and training resources - Lack qualifications adapted to the Spanish business fabric - Their hurry to earn an income makes it difficult for them to receive training in order to gain access to better jobs - Problems with recognition of academic titles, driver's license, etc. - Prejudices among employers to hire them - Cultural and family uprooting often generates loss of social skills and creates communication difficulties
▪ Disabled persons	
<ul style="list-style-type: none"> - Predominance of young people aged 25 to 45 - With compulsory secondary education. <ul style="list-style-type: none"> - The most common type of disability is, in this order, physical, psychic, sensorial and mixed 	<ul style="list-style-type: none"> - Negative stereotypes towards efficient job performance - Lack of knowledge on professional skills - Physical and technological barriers in the labour environment
▪ Roma population	
<ul style="list-style-type: none"> - Predominance of young people aged 25 to 45 but a marked presence of individuals under 25. - Their education level is very low. The majority have no academic qualifications. - Marginal environments - Difficulties in gaining access to housing 	<ul style="list-style-type: none"> - Lack of information on the labour market - Initial refusal of employers to hire them - Stereotypes and social prejudices - Lack of social skills
▪ Other excluded or at risk of exclusion population groups (young single women with family responsibilities, young people who have dropped out of school early, unemployed individuals very far removed from the labour market, the homeless, individuals in rehabilitation for drug-addiction, etc.)	
<ul style="list-style-type: none"> - Predominance of young people aged 25 to 35 - Low level of education and training - Precarious social background - Low education level - Low income - Either suffering from drug-addiction problems themselves or someone within the family environment - Impossible to gain access to housing 	<ul style="list-style-type: none"> - Lack of training to perform a job - Unfitting behaviour - Lack of social and communication skills - Prejudices when it comes down to hiring them
▪ Youths with judicial confinement measures	
<ul style="list-style-type: none"> - Criminal history - Prior experience in serving a sentence - 	<ul style="list-style-type: none"> - Spectacular increase in levels of youth crime - Drastic and radical cultural change involved in going from a "serving a sentence culture" to a "work culture"

Source: "Logros y buenas prácticas del Programa Operativo de lucha contra la Discriminación que gestionan las ONG de acción social" (Achievements and good practices of the Operational Programme to Combat Discrimination managed by social action NGOs)

If we look at the **age** of the beneficiaries as a whole (see Graph No. 3), we will see that the majority of the assisted population is aged 25 to 45 (62%). Individuals under 25 years of age represent 25% and those over 45 years of age, 16%.

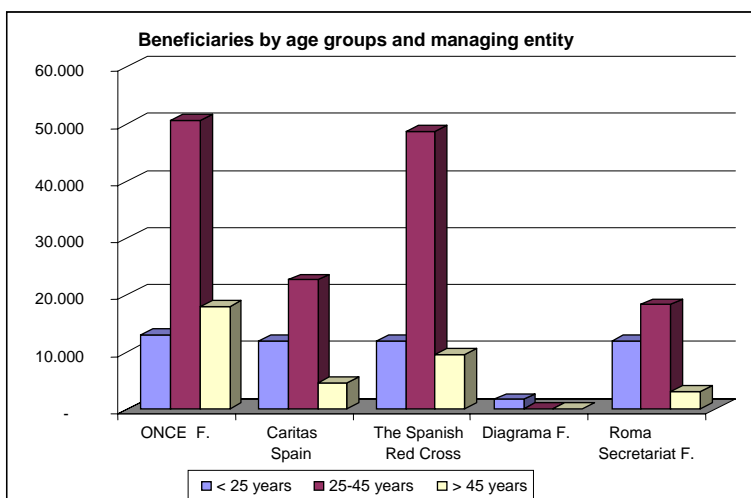
Graph No. 3:



Source: Internal

Although the 25 to 45 age group was the most assisted group by the majority of the managing entities of the programme, there are large differences between the operators: for example, the ONCE Foundation assisted more people over the age of 45, both as a percentage and in absolute numbers. The Diagrama Foundation has practically exclusively focused on individuals under 25 years. The Secretariado Gitano Foundation has assisted a high percentage of young people. These age differences are obviously a result of the characteristics of the different collectives which the entities aim their initiatives at.

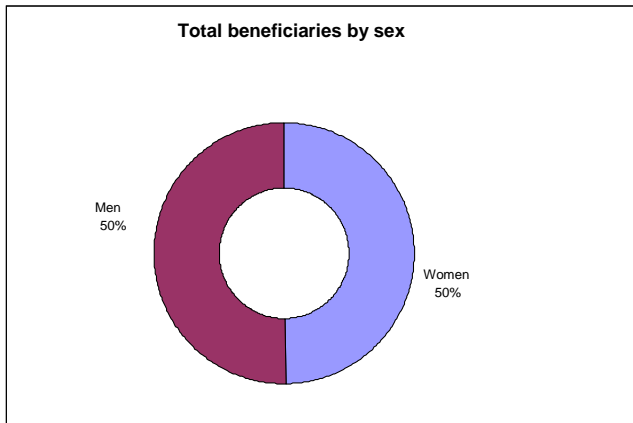
Graph No. 4:



Source: internal

As regards the **gender** of the beneficiaries, we can see that, on the whole, the population assisted is evenly balanced, as illustrated in Graph No. 5.

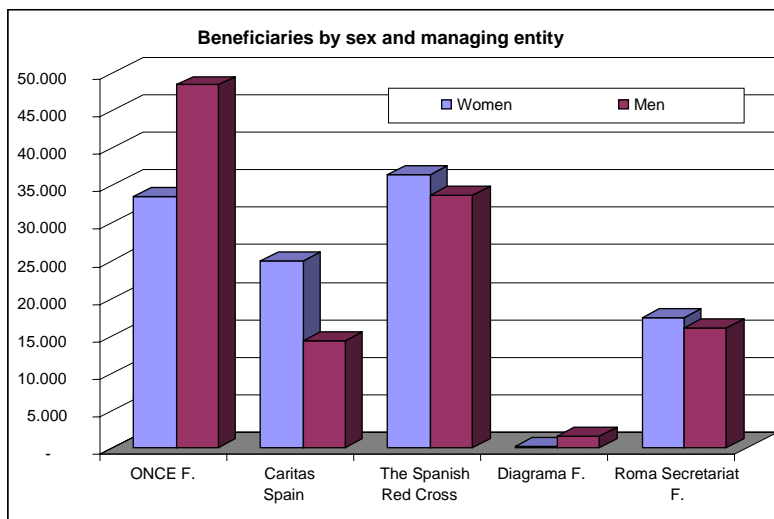
Graph No. 5:



Source: internal

However, if we analyse this variable in each of the entities, we will see substantial differences. The Diagrama Foundation stands out because 93% of the persons assisted were men (due to the profile of ex-prisoners), and the ONCE Foundation has also assisted more men. In percentage terms, Caritas is the entity which has assisted more women, 64% of its beneficiaries are women. Women also predominate in the Spanish Red Cross and the Secretariado Gitano Foundation.

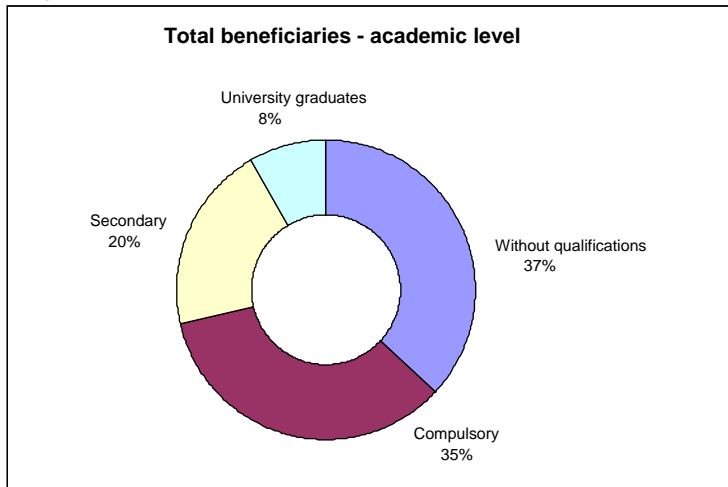
Graph No. 6:



Source: internal

If we look at **academic level** we will see that the majority of the persons assisted have very low qualifications. Seventy-two percent have not gone beyond compulsory education and, of these, more than half have no qualifications at all. This is a clear indicator of the situation of vulnerability in which most of the targets of the programme find themselves and of their difficulties in gaining access to employment.

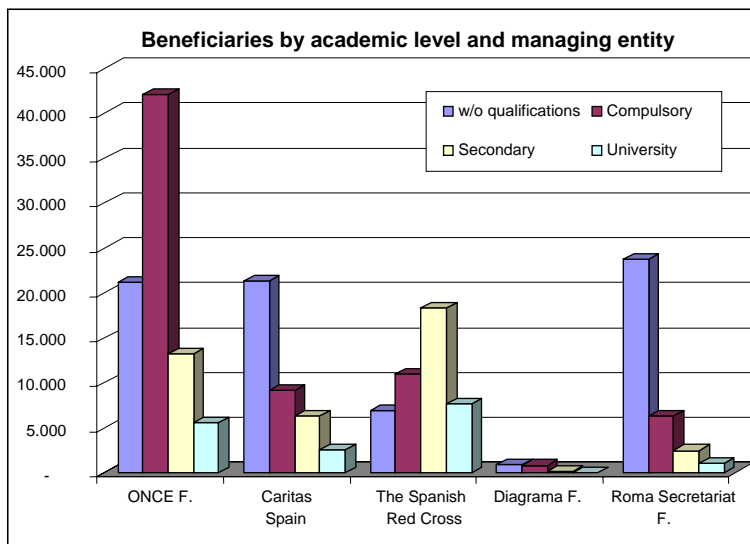
Graph No. 7:



Source: internal

This situation is recurrent in all the collectives assisted by the managing entities, with the exception of the Red Cross, since nearly 60% of its users have secondary education (43%) and 17.5% university education. Given the fact that this entity mainly provides assistance to immigrants, we must bear in mind the existing problem that they face in having their qualifications recognised. The high percentage of individuals without qualifications assisted by the Secretariado Gitano particularly stands out, which is indicative of the situation of this group of the population.

Graph No. 8:



Source: internal

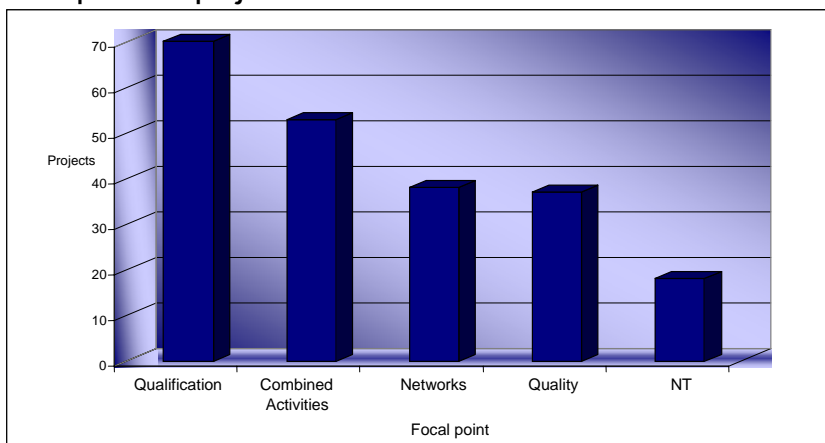
As regards the results associated with **strengthening and supporting social entities**, as mentioned in point II.2.5, the Luis Vives Foundation has supported more than 200 projects.

The projects could be designed in accordance with four thematic focal points set out in the call for applications: qualifying human resources, creation and strengthening networks, quality

management and incorporation of new technologies. Graph No. 8 illustrates the tendency of the entities to focus on projects associated with qualifications rather than on new technologies.

Graph No. 9:

Focal points of project initiatives



Source: internal.

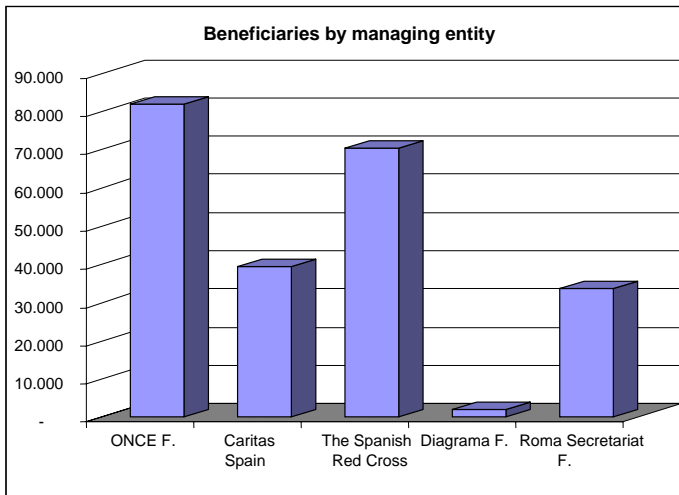
2.4. The most relevant results

Provided below are the most relevant results obtained by the operators of the programme in terms of numbers of beneficiaries, individuals trained, jobs obtained and companies created. Reference is also made to other types of products obtained and their impacts.

2.4.1. Quantitative results

From 2000 to 2006 the total number of **beneficiaries of the OPCD was 226.301**. The ONCE Foundation and the Red Cross assisted the highest number of individuals, the first assisted 81.817, and the second 70.171 individuals.

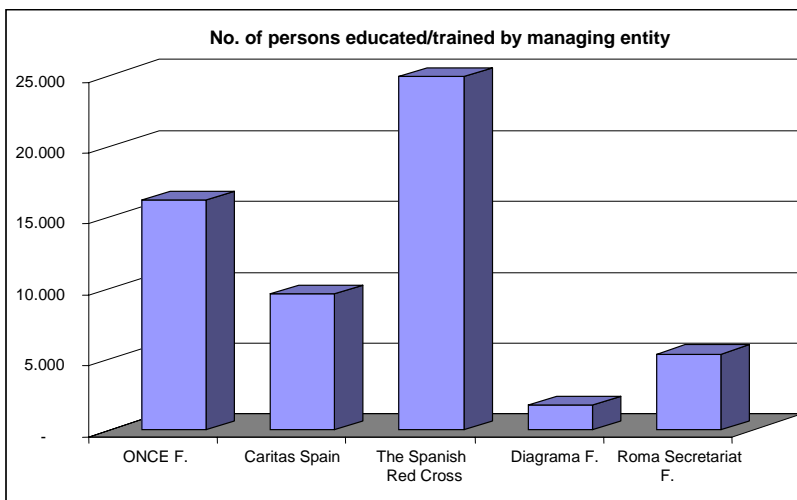
Graph No. 10:



Source: internal.

Twenty-six percent of the persons assisted through the programme have gone through education/training processes. These education/training activities are extremely varied, both in content and length, as they are processes adapted to the needs of each individual. Among other types of education/training, we can highlight, basic education, education in social skills, education in reading and writing, training on the command and use of technologies, learning a profession, training on the job, etc. If we base ourselves on the number of individuals educated/trained by each of the operators we will see that, once more, the Red Cross stands out with nearly 25.000 individuals.

Graph No. 11:

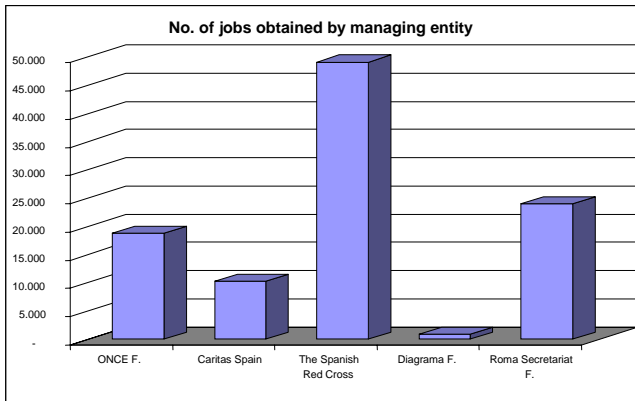


Source: internal.

It is worth highlighting the number of jobs obtained so far. We should not lose sight of the fact that the ultimate goal of most of the initiatives carried out by the private operators, and where more resources and efforts have been invested, is to ensure, through the different means of inclusion itinerary, that the individuals assisted in the programme obtain a job. As we can see in Graph No.

11, the total number of jobs obtained is 103.291, although on many occasions, the same person may have held various jobs throughout the seven years of the programme. If we analyse the results by entities we will see that, once more, the Red Cross stands out for the number of jobs created, more than 47.000.

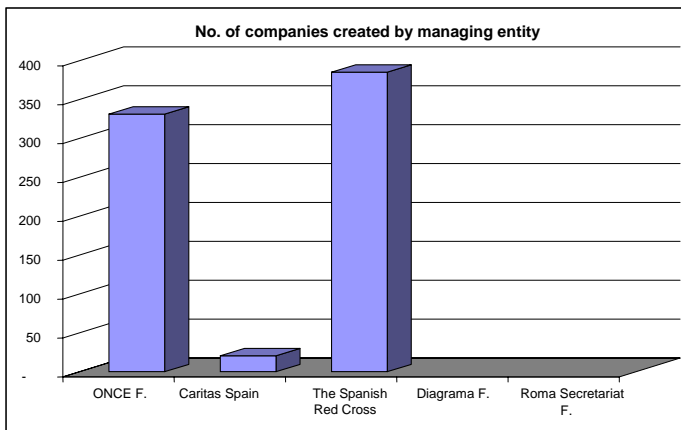
Graph No. 12:



Source: internal.

Several of the operators of this programme have included objectives associated with the creation of different types of companies: limited liability companies, co-operatives, integration companies, etc. In this respect, the results obtained by some of the entities are highly satisfactory, particularly the Red Cross (384 companies created) and the ONCE Foundation (nearly 330 companies created).

Graph No. 13:



Source: internal.

Also worth highlighting are the **financial resources invested in the programme** and the way they have been distributed. As we can see, the total eligible cost of the programme reached 388.233.860 € and the amounts executed by each operator are very varied. The social entities have managed to diversify the financing sources in different measures, simultaneously opting for the different possible alternatives. Of the total eligible cost, 63% came from European funds, 8%

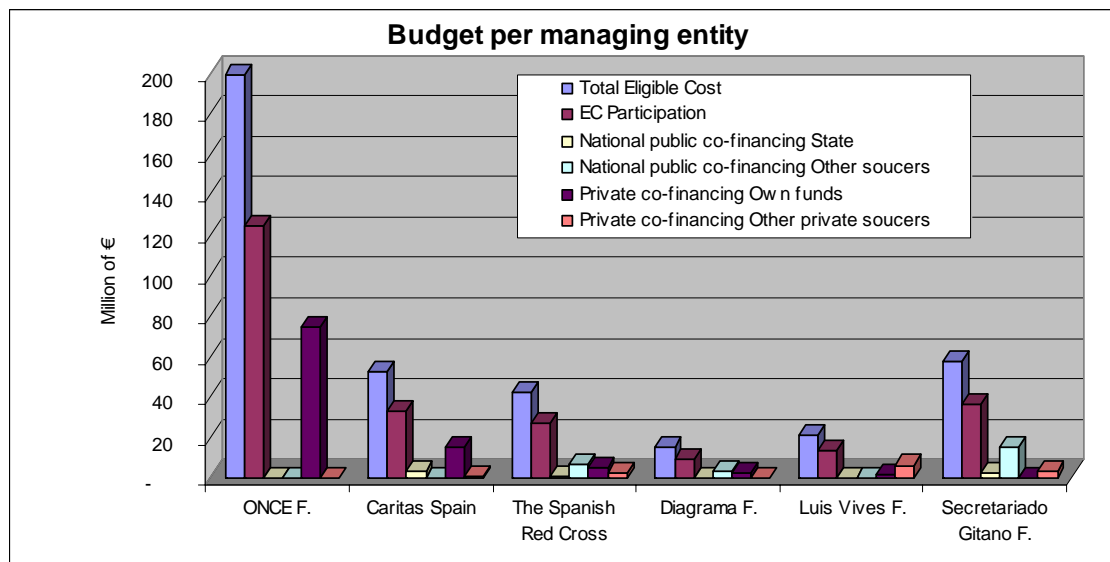
from the public administration, 26% from own funds and the contributions made by the entities themselves represent 3%.

Table No. 7
Financial volume of the programme

	Total eligible cost	EC participation	National public co-financing		Private co-financing	
			State	Other sources	Own funds	Other private sources
ONCE F.	199.211.528,00	124.341.329,00			74.870.199,00	
Caritas Spain	52.395.850,00	32.854.370,00	3.510.522,00	104.792,00	15.140.229,00	785.937,00
The Spanish Red Cross	42.706.657,00	27.454.679,25	675.129,21	7.098.835,13	5.317.061,00	2.160.952,42
Diagrama F.	15.084.002,00	9.353.500,00		2.924.280,42	2.806.221,58	
Luis Vives F.	21.415.333,33	13.563.000,00	79.116,90		1.495.589,85	6.277.626,58
Secretariado Gitano F.	57.420.490,00	36.549.515,18	2.852.473,63	14.993.280,96		3.025.220,23
Total	388.233.860,33	244.116.393,43	7.117.241,74	25.121.188,51	99.629.300,43	12.249.736,23

Source: internal.

Graph No. 14



Source: internal.

2.4.2. Other achievements, products and impacts

Based on the mid-term assessment results and the conclusions of the managing entities themselves, provided below is a series of achievements made possible by their participation in the Operational Programme:

Results in persons

- Large participation of persons with special labour inclusion difficulties.
- Employment alternative for many young people and women, for whom the programme has served as a means for obtaining their first job.
- It is helping to take ICT closer to individuals with labour inclusion difficulties, particularly individuals with disabilities, through the creation of the Discapnet web-site for the disabled, e-learning.

Results in policies

- Increase in rates of active and employed population. Effective labour market participation systems have been developed.
- It is giving way to greater awareness on the part of economic and social agents, public administrations (national and autonomous community) and society in general, to achieve equal treatment and fight labour discrimination as well as the full social inclusion of the collectives through education/training, improving their employability and obtaining more and better jobs.
- A network of co-operation and association with public administrations (state, autonomous community, provincial and local) and companies has been promoted to motivate their corporate social responsibility.
- Consolidation of initiatives with populations with difficulties in areas where there were no specific employment programmes in place aimed at specific groups.
- • Efforts are made to improve active employment policies and to ensure that persons with special difficulties gain access them and, as a result, achieve greater inter-territorial social cohesion.
- In view of the characteristics of the beneficiaries of the programme, the education/training and employment approaches have been adapted to each individual's situation and circumstances and to the potential inclusion itineraries through close co-ordination and complementarity between the social policies and access to employment measures.

Results in methods and approaches

- Development of flexible, dynamic and individualised inclusion itineraries adapted to each person.
- It has made it possible to acquire know-how on the problems and difficulties faced by specific collectives in gaining access to employment through studies and research on the socio-labour reality of persons at risk or in situations of exclusion.
- Regional and local observatories have been created on employment tendencies (viable occupations for persons with a lack of skills).
- Supplementary measures have been prioritised to develop equal opportunities, which has enabled women's labour inclusion rate to increase significantly.⁹¹
 - It has entailed a major empowerment in the area of management and training of professionals as well as the development of new technologies.
- It has improved the capacity of these entities to fulfil their missions through better qualified personnel, the creation and fomenting of networking, the provision of databases and information technology tools that improve management and the introduction of quality management systems in the areas of labour inclusion.

The effectiveness achieved by this programme has also been determined by the fact that all the participant entities have developed a series of measures geared towards supplementing the initiatives carried out with excluded individuals. These activities, which are described below, have made it possible to achieve impacts as a result of the flexibility with which the funds have been able to be applied:

- **Studies and research**
Given that on many occasions there is a lack of reliable data, or simply no data at all, it has been vitally necessary to perform studies, analyses and research on the reality of the collectives at risk of exclusion. The core theme of the majority of the studies and research has been the labour market and the inclusion of collectives at risk of exclusion. The gender perspective and the specific problems of the different collectives have been particularly taken into account.
- **Set-up of observatories**
All the participant private entities in the programme have set up observatories that systematically analyse the evolution of the collectives that they work with. This has been possible because the programmes developed have been planned with a long-term view and, at the same time, this has been a determining factor in adapting the initiatives to changes and new needs.
- **Awareness campaigns**
The awareness campaigns have also been present in the activities of all the operators. Some of them have been aimed at the public at large, planned in different phases and with large media repercussions; others have focused on very specific objectives and targets.

- **Dissemination and publicity initiatives**

All the operators have placed special emphasis on the visibility of the initiatives developed within the framework of the Operational Programme and their dissemination. As a result, a large volume of information and exposure material has been generated and published in specifically conceived magazines for this programme, pre-existing magazines where contents of the programme were permanently published, electronic bulletins, web-pages, publications in books, etc.

- **Strengthening entities**

The initiatives carried out through the global subsidy have made it possible to improve the operation of many entities, empowering their human resources, incorporating quality management systems and new technologies and encouraging networking. Furthermore, they have helped towards gaining insight into the social problems that these entities work with, the set up of awareness initiatives and the development of working tools adapted to the needs of the sector.

2.5. The inclusion itineraries as common work method

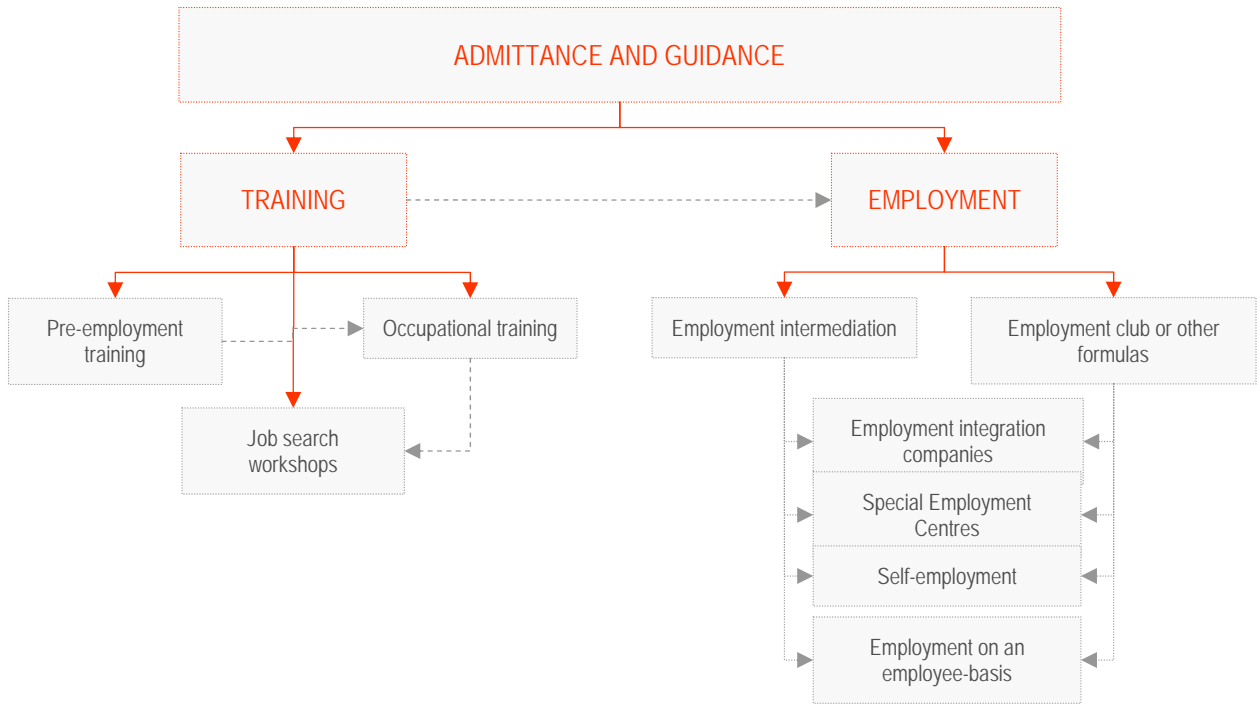
All the operators have worked with itineraries. Through the socio-labour inclusion itineraries, an excluded or at risk of exclusion person is expected to manage to integrate into the labour market and, thereby, into society itself. These itineraries are a path which every person who wants to find employment must follow in an individualised manner and according to his/her needs.

The itinerary begins with the admittance of the person, who directly or through a previous recruitment process, needs to obtain information and receive guidance on his/her possibilities of joining the labour market. The most important step is professional guidance in searching for employment, where a personalised plan adapted to the profile of the beneficiary is designed.

Once the person's needs and challenges have been diagnosed, the second step consists of putting the plan in motion. In the majority of cases the person is not ready to join the labour market immediately therefore different activities need to be carried out, mainly training, but also workshops on social skills or on job hunting, etc., in order to improve the individual's employability and professional skills.

The next step is taken in the work environment. Persons excluded or at risk of exclusion from the labour market manage to integrate through employment intermediation, integration companies, special employment centres (EEC) or self-employment support.

Graph No. 15



Admittance can consist of various phases, an individualised phase where interviews, occupational diagnoses and personal employment plans are made or phases where the individual works together with other beneficiaries.

Education/Training can be very varied, given that it combines the needs of the beneficiaries with the opportunities offered by the labour market. Therefore, it can consist of pre-employment training, occupational training in different fields, e-learning to facilitate access, training on self-employment and training for trainers for the purpose of multiplying the effects.

The access to employment phase, whether on a self-employed or an employee basis must be very painstaking since it entails preparation, development, follow-up and assessment, together with other associated elements, such as research, accompaniment, implementation of supplementary measures, etc. When the objective is the creation of integration companies or special employment centres, the process tends to be even slower.

2.6 Joint initiatives of private operators

The normal procedure for managing the operational programmes is that each operator is responsible for developing the initiatives adjudicated to it with its target collective or in its territory and, in general, few synergies and collaborations are produced between the different operators beyond the participation and co-ordination of initiatives in the follow-up committees.

In the case of the private entities that have participated in the management of this Operational Programme, an explicit collaboration effort has been generated, particularly as of 2003, which

has become a joint work plan. This collaboration has taken place on two fronts: on the one hand, at national level, between all the operators; and, on the other, at local level, within the same territory, bilaterally between two or more operators.

From the national and the operators as a whole perspective, as of 2003, a work plan was developed for the purpose of:

- Interchanging information and experiences and sharing tools and work methods
- Identifying areas of common interest where to develop joint initiatives and activities
- Developing joint initiatives to give more visibility to the programme, build social awareness and channel interlocution with the public administrations.

Due to their relevance, provided below are three initiatives carried out jointly by the operators:

- Preparation of the product: *Logros y buenas prácticas del programa operativo lucha contra la discriminación que gestionan las ONG de acción social* (Achievements and good practices of the operational programme to combat discrimination managed by social action NGOs), a document published in 2006 which presents the tangible and quantifiable results of the activities carried out within the OP. It describes the work methods and provides qualitative aspects, among them, several good practices. The objective of the document is to reinforce the generic conclusions obtained in the update of the mid-term assessment, going into more detail in specific initiatives and giving more visibility to the results achieved. It also provides the results of this programme for the benefit of administrations, NGOs, etc.
- The holding of the *Alternative Parliament*: The objective of this event, which was held in the Lower Chamber of Spanish Parliament in 2006, was to present an interpretation of the initiatives currently carried out in the area of combating discrimination from the perspective of the collectives of beneficiaries (persons with disabilities, the Roma collective, immigrants, the homeless, etc., who have been integrated into the labour market within the framework of the OP); it is an exercise for making themselves heard and debating among themselves how they consider that future measures on equal opportunities for all and combating discrimination and social exclusion should be focused. Therefore, the ultimate beneficiaries of the initiatives of the OP were given a voice in a public act where they alone had the opportunity to define how they felt that initiatives to combat discrimination should be. The purpose was also to stimulate debate on how to increase the participation in society of collectives which may have felt at risk of exclusion at some time.
- A methodological meeting between the technical personnel and the employment professionals of the Red Cross, Caritas, the ONCE Foundation, the Roma Secretariat Foundation and the Luis Vives Foundation held in June 2006. Given that the Luis Vives Foundation does not work directly in the area of socio-labour inclusion but does so indirectly through the organisations that it has supported as a result of the call for applications, employment professionals from different organisations were invited to participate in the meeting. The invited participants came from Red Acoge, Fundación Tomillo, Red Araña, CEPAIM, Autismo Andalucía, AMEI, Federación de Mujeres Progresistas, Grupo GID and Plan Comunitario Carabanchel Alto.

As regards bilateral co-operation on the local front, a significant number of initiatives have been carried out jointly between two or various entities within the framework of the Operational Programme. These have consisted of awareness conferences, training seminars, campaigns, and joint research initiatives with companies, etc. These initiatives have given way to mutual learning, making resources mutually available and a greater impact of the initiatives developed.

3. National inclusion plans, structural funds and NGOs: impact and challenges as experienced in Spain

We have described throughout this document the scenario in which Structural Funds have been operating in Spain, the role played by NGOs in such funds and the exceptional and significant experience of six NGOs which took part in managing one of the operational programmes. This section will set out some thoughts regarding added value brought to the programme by these entities, highlighting the aspects which we consider to be most noteworthy. We will also mention the limitations to this experience when considered from a wider context.

3.1. Value provided by ONGs to the operational programme

The fact that a series of NGOs took part as entities involved in managing the OPCD doubtless brought a series of assets to the programme and to the European Social Fund (ESF) itself; this can be seen in the intermediate evaluation and has actually been repeatedly acknowledged by Spanish authorities. Despite the fact that from the point of view of the total FSE investment for the period overall, the part managed by the social entities is hardly significant, amounting only to 5%, it is nevertheless obvious that the decision to involve them implies a very important qualitative step. This means that the social entities concerned do not act merely in an advisory capacity but that they are also, in addition to being end beneficiaries, able to take an executive role in managing said funds, whenever these are intended for the areas in which the entities are involved and about which they have specialist knowledge.

It is therefore a matter of complying with the ESF regulation itself, which invites other players to become involved, and on the understanding that these entities constitute an asset with regard to implementing active employment policies, given the inclusive approach they bring to these. They are furthermore able to do so while taking on a degree of responsibility and not simply in a subsidiary fashion.

This initiative goes to show that NGOs have both **experience and specialist knowledge** when it comes to putting in place measures which should be able to reach the marginalised groups who have the greatest difficulty in accessing employment. They have that experience as a result of the fact that they are involved in the field on a permanent basis, personally know the people they have to contact, have their trust and know both how to motivate them and how to get them involved. The social network that has been created by these entities and their social base is key when it comes to reaching people who usually feel they are excluded from normalised services due to the difficulties they naturally have in adapting to these.

Their ability to act with **flexibility and to adapt** to the particular circumstances of each individual, whichever group they form part of, has served to demonstrate another basic value. It is important to note the way in which the entities as a whole have used the insertion itineraries as a work

model. This consists in adapting to the process each person is going through, to the speed they are able to move forward and to provide them with the support that is most suitable for them at any given time. Such flexibility takes as read that many obstacles have to be removed before such insertion into the work place for these individuals can be achieved and that therefore a substantial portion of both resources and effort must be spent on prior and accompanying social work, without which access to employment will not be feasible.

This kind of support becomes even more effective when one **works with individuals and their families as a whole**. One should not forget that many end beneficiaries of the Operational Programme ended up being included because of work that was already being carried out either with them or with their families in other fields, such as getting the children into school, health education, support for access to housing, learning to read and write, etc.. The greater the effort made by these entities to work with the individuals holistically, the greater the repercussions on the effort involved, creating synergies and allowing a more effective use of resources.

Innovation linked to the capacity for risk has proven to be one of the most important assets provided by NGOs. This innovation can be seen in their ability to discover formulae adapted to employment market possibilities and personal requirements of the individuals involved. Whenever necessary the decision has been to set up new companies, many involved in the social economic sector, specialist employment centres or systems for sheltered employment if that turned out to be the most appropriate route. This innovation was also noticeable when it came to creating work tools, adapting training systems and particularly in putting work methods in place to provide new solutions.

The NGOs have shown themselves to be particularly capable not only of instilling positive expectations in the individuals the programme was working with, but also in **fostering a real degree of empowerment and encouraging them to be pro-active** when it came to carrying out certain measures or taking certain decisions. Many of the teams of professionals contracted by the NGOs to develop this programme originate from the same population groups as those for whom the measures are intended. In this sense, for example, it is worth noting the active participation of handicapped persons in the work teams, the multi-cultural nature of teams working with immigrants and ethnic traveller groups. This aspect takes on even greater importance if one considers the fact that the entities help to ensure congruence on the one hand with the demands of society and with the companies (so that they will include marginalised groups and not discriminate against them) as they put this into practice themselves in their own organisations and, on the other hand, actively implicate the groups and population the programme is intended for. This is most likely to attract new end beneficiaries and to generate credibility and positive expectations among them.

It is, however, important to point out that such characteristics and capacity for action are not common to all NGOs. The guarantee of success lay with the fact that the entities selected for the programme and to whom a tremendous degree of responsibility was given, have a long history and work experience, proven social credibility, are already established in the overall territory and have demonstrated an administrative capacity to create alliances and to attract the necessary resources.

3.2 Value brought to the programme by NGOs

Nevertheless, while we have already mentioned the fact that the social entities bring added value to the OPCD taking part in managing the programme, we must also state equally firmly that the Operational Programme is also bringing great value to such the entities concerned. **From a quantitative point of view, taking part in the programme has been very important for all the entities concerned, although to varying degrees.** For some of them, such as the Secretariado Gitano, assisting with developing this programme has added new dimensions to their activity and helped them to have a presence throughout Spanish territory. Others, such as the *Spanish ONCE* Foundation or *Diagrama*, have increased the aspect regarding insertion into the workplace and employment to the point of even tripling such efforts. In the case of *Cáritas* or the Red Cross, it has been possible to deepen and to add to action taken with certain social groups and to provide this with structure. The Luis Vives Foundation has been able to reinforce and add dimensions to their actions and direct impact.

While there have been substantial quantitative impacts for the entities concerned, the **qualitative impact has been just as great. All the progress made in this regard came about due to the chance to develop the programme for the long term:**

The fact that they were appointed as programme managers gave the entities concerned a proactive role as **players in social-employment insertion.** One could say that this not only acknowledged the function carried on by these entities with regard to this issue, but that it also raised the category and awarded them a role in managing public policies, with whatever mandate they were awarded. The role was not simply an advisory one, but also an executive role.

From the point of view of **training up the entities concerned,** the progress made was extremely commendable. The six private entities that helped manage this programme currently know much more than they did before they started; they now have diagnostic tools which are not only far more accurate but also up to date with regard to the status of the collective groups and of the problems dealt with. They are better able to tackle their work and have tried and tested work tools available to them, more specialised professionals and, all in all, know-how that it would not have been possible to gain if this programme had not existed.

The Operational Programme has also helped entities to increase their **presence;** that presence should not only be understood in terms of physically reaching more places and more people, but above all that they have played a part in the social-employment related insertion of these collectives and have become a reference point which, if it did not exist, would leave a gap that needs filling.

That role also changed to a considerable extent as the programme went along. Those developments were not only in relation to the *Spanish* national, autonomous and local public administrative authorities, with which exchanges naturally took place, but also in relation to the business world; these NGOs became service providers to the companies concerned, to the extent that they supplied human resources and met contractual requirements. In some cases, action taken by the entities concerned at the local level became a cementing factor onto which other complementary measures have been built with the assistance of other social entities.

Lessons learnt as the programme was carried out have been **transferred** to other wider ambits. The approach used by the entities to bring in methods of working, create structures, tools, etc. have been simulated by other players in both the public and private sectors.

The involvement of the NGOs in managing structural funds particularly helped to strengthen them. The clearest case in this sense is the **global grant**, which was specifically set up for this purpose and thanks to which 147 entities were able to improve their management systems, have their staff trained, incorporate new technologies and network

3.3. Partnership as an approach to work

The NGOs which took part in the programme are in a very weak position with regard to the objectives set down for the Operational Programme. The entities concerned are aware that if they do not win the support of other actors and attract resources, then they are not likely to obtain the final objective of incorporation the people involved into the workplace. One of the reasons for this is because a substantial number of the measures taken by entities are supposed to provide jobs, and for that to be able to happen the business entrepreneurial world must support such an attempt.

That is why all the entities concerned have put strategies in place for working in partnership and have thereby created synergies with other entities where there are common interests and which serve both to reinforce and to complement their own actions. This working in cooperation has taken several different directions:

First of all **in relation to public administrations** given that these have jurisdiction over active employment policies. This cooperation has mainly taken place on the autonomous region and local levels. Several of the management entities for the programme have signed agreements with administrative authorities in all the autonomous communities and municipalities where they have been involved in the programme. Neither the sole purpose nor even the main purpose of these agreements has been to achieve co-financing, but have rather been for the purpose of setting up committees to follow through and coordination systems to complement actions put in place, achieving more profitability from resources and ensuring a flow of end beneficiaries for the different programmes.

Secondly, with the **business framework**: cooperation with the business sector was an objective for operators overall and depending on circumstances this has occurred to differing extents. In some cases it has led to joint agreements being signed at the national level with large companies or with business groups; in most cases it has been at the local level with small and medium firms, as this is where the majority of jobs were found. The prospecting network set up in certain municipalities and synergies between companies set up by the programme itself in areas where they operate deserve a special mention.

There has also been a great deal of cooperation **with third sector entities** working in similar fields or whose work is aimed at the same end users, allowing resources to complement each other, setting up joint initiatives, etc. Networked actions should be particularly highlighted in this regard, instigated with the global grants. In the same fashion there has been increased cooperation, as we explained previously, between the programme management entities themselves both at the national and local level.

Partnership strategies have also been directed at **attracting all kinds of resources**, such as seeking assistance from the media for developing publicity campaigns, cooperation with universities for carrying out studies and research, etc. One should remember that evidence of this cooperation can be seen in the fact that the programme management entities were able to attract € 30,000,000 in co-financing from public administrations and 12,000,000 from private enterprise. This was in addition to their own contribution which amounted to 90,000,000 Euros.

3.4. Combining the national approach and the local approach

The autonomous regions are responsible in Spain for active employment policies and this is why there has been a tendency in some sectors to believe that multi-regional operational programmes should not take place and that European funds should be sought by the Autonomous Communities themselves. Private operators in this Operational Programme have developed their actions by seeking out aspects which would complement the autonomous region and local public administrations, thereby avoiding duplication of effort. Taken from this standpoint, **the focus from a national programme perspective has been to complement the local approach. A national programme, furthermore, is capable of contributing certain added values to an area project**, as has been seen from this experience. Among others:

- Many of the specially designed work **tools, training** for professionals, **studies** carried out, etc. have been able to take place precisely because given that the scope of this programme was national, it reached a size that enabled investment in these factors to take place and therefore for such investments to be profitable.
- If one considers that most policies with regard to employment are carried out according to geographical area, then the approach taken by this Operational Programme has been as **complementary**, not only from the point of view that it was aimed at certain specific collectives among the population within certain very strict parameters, but also precisely because it tried to reach those individuals who have the greatest difficulty in accessing public employment policy.
- The programme has generated **mutual learning and synergies between different autonomous communities** and transfer of know-how. An approach at the national level has meant that knowledge gained in one area could be passed on to other areas and even greater advantage taken of that knowledge.
- The programme was **in alignment with those national policies** that exist in certain sectors and has therefore become a tool for those policies. One should bear in mind the fact that national action plans already exist for most of the population groups targeted by the programme. This is the case, for example, with disabilities, immigration, gypsies etc. The programme can be said to have become one more instrument for action by those national programmes.

One can say that given a programme that was developed from the national perspective, with autonomous area action considered as complementary and carried out in strict cooperation with those areas, not only has there been no duplication of effort but it has also effectively been of tremendous value. As many of the autonomous community areas have acknowledged, **if these**

resources had been transferred at the autonomous community level then most of the actions developed by this programme would not have been carried out. This is because there would have either been other priorities or a more generalised approach.

3.5. Combining the *targeting* approach with the *mainstreaming* approach

As one can see from the programme description, **the approach is a *target* approach**, in that it is aimed either at certain collective groups (Romani people, immigrants, those with disabilities, ex-prisoners..) or at certain issues. One of the risks inherent in this type of approach is that parallel services may be created as a result of arguing the need to set up adapted services, and this can lead to dispersed resources and disintegration from the point of view of the end beneficiaries of those services, together with operational problems when it comes to planning social policies.

A key indicator regarding suitability of these programmes, therefore, is to check to what extent they are inclusive, i.e. to what extent they will lead to the end beneficiaries being brought into a normal situation and to what extent they may end up being dependent on the programmes. This is a key issue that the operators of this programme probably did not do enough to demonstrate and verify and which should be looked into further.

At all events, it is no less true to say that at least in Spanish social culture there is a generalised acceptance of *target* approaches as long as these are legitimate. That legitimacy depends of a multitude of circumstances, including among others:

- The social distance or disadvantage at which a collective group finds itself, with regard to the population overall; this is the case, for example, of the Romani population in so far as socio economic conditions are concerned.
- The objective characteristics of an individual's state. This is the case, for example, of persons with disabilities; in some cases positive actions are also expected to occur in the judicial system itself.
- Social relevance of any particular issue at a specific moment in time; this is the case, for example, of the demographic pressure caused by migration.

These circumstances, as well as others, tend to mean that in terms of instruction and access to employment certain social collectives need positive actions to be put in place that will compensate for their disadvantages; OPCD fits in to that framework. The idea is that one takes specialist knowledge and then develops procedures that are adapted to the rhythms and possibilities of the individuals who are end beneficiaries and that they are therefore guaranteed effective equality and opportunities.

This kind of programme makes sense given the way it avoids exclusivity, i.e. that the individuals one is working with stop accessing regular services and only take part in these programmes, which in that case would mean that one has developed a parallel service.

As well as avoiding becoming the only channel for attending to these individuals, it is very important that such programmes should not exclude others, i.e. that it only attends to the same individuals within these population groups. This is why Red Cross action has preferably, though not exclusively, been directed at the immigrant population and the Roma Secretariat not only attends to persons of gypsy origin but also has another 30% of non-gypsy origin.

Good coordination and synergy of resources in the environment, from the perspective of the geographical area, together with players who are involved in social workplace integration therefore provide the indispensable condition for combining the *target* approach and the *mainstreaming* approach, i.e. that at the same time that they carry out specific and specialised actions they also attempt to adapt so that they can be inclusive in what they are doing.

3.6. Close links between employment and social inclusion

Throughout this document we have preferred to refer to social workforce integration of certain specific population groups and persons with particular problems. The reason for this is that **the mere fact of individuals working with this operational programme gaining professional qualifications does not necessarily lead to an increased number of job opportunities.**

The itinerary approach to insertion, as a standard model which can then be adapted to each of the persons concerned (separately from their collective group of reference) is in line with this concept. Itineraries deal with aspects which go beyond training and seeking employment, they are not secondary but crucial, in that they seek to eliminate obstacles which can at times be personal, physical, institutional, social (mentalities, prejudices, etc.) which make it harder for these individuals to find jobs.

It is possible to employ these individuals to the extent that society becomes involved with them and this specifically means that social policies and active employment policies should be linked; that inclusion projects and employment products be linked.

Flexible measures are necessary, which can be adapted to the particular circumstances. Programmes must be closely tied in with social services and it will often be necessary to work not only with the person one hopes to find employment for, but with the family unit as a whole and the employment options need to be adapted not only to include employment in jobs but also in other alternatives such as social economy, etc.

On the other hand, many social policy measures, particularly those relating to non-contributory pensions, including social salaries, etc. need to be closely in line with employment support action for these individuals. This is probably the area in which this programme has identified the greatest gap to be filled in order to provide proper guidelines and bring these together.

3.7. Directing structural funds at the fight against exclusion

Structural funds are funds intended for economic and social cohesion. They are clearly directed at economic cohesion but it is not always possible to ascertain to what extent they are intended for social cohesion and particularly what impact they may have on challenges relating to exclusion. These funds can also serve as an important instrument forming part of national strategies for inclusion, particularly for countries which are net receivers.

The problem is often one of *accountability*, i.e. having exact indicators to measure to what degree these funds contribute to the social integration of the most excluded individuals and to check whether objectives are achieved. The explicit decision of the Spanish

government to concentrate a specific operational programme on the fight against discrimination contains positive elements. It means, first of all, that a percentage of the ESF is for this purpose; while it does not, of course, exclude further measures being put in place by other Operational Programmes. Secondly, it constitutes a visible sign that social integration is on the Structural Fund agenda, not only of the ESF but also of the ERDF.

It furthermore makes an open and flexible interpretation of regulations necessary according to which, while structural funds are not holistic funds that may be used for any kind of activity, they can be aimed toward a more social purpose. One should not forget that when the European Union put the European Strategy for Social integration in place it was always generally understood that one of the instruments the states could turn to in order to help strengthen this aspect would be the structural funds.

3.7. Other discussions and controversial issues

The 2002 OPCD experience undoubtedly implied a very important step forward in managing Structural Funds, in view of the programme focus on the social and workforce inclusion of the most excluded population groups and given the active involvement of some NGOs in this task. **Nevertheless, one of the questions which is still up in the air is why these particular entities and not others and why specifically six social entities were used to manage the programme.**

Without a doubt the Spanish administrations did not act arbitrarily in making the decision, in that the entities charged with this task fulfilled the criteria required to do so; one should remember the important responsibilities involved. It is, however, equally true to say that there are other entities working in other areas of exclusion and also possibly constitute an important asset that was not made use of and which it would be advisable to use in the future.

One should furthermore bear in mind that **in the year 2000 the door was opened to the NGOs as management entities at the national level and one would hope that the Autonomous Communities would do so on the autonomous level**; it seems, however, that movements in the new stage of programming will not be along those lines. During 2006, in fact, the Luis Vives Foundation, together with the EAPN organised 17 seminars across all the autonomous communities regarding *involving the NGOs in managing structural funds*, for the purpose of instructing and bringing these in at the planning stage. Such training measures which were attended by over 1,300 individuals from over one thousand Spanish social entities, duly brought results. This was particularly noticeable in some regions as NGOs were consulted at the planning stage, with some of their proposals being taken up and the expectation is that they will participate in follow through committees in some areas. As far as taking charge of directly managing funds, this is less likely.

The possibility that the OPCD might act in parallel alongside measures taken by autonomous communities, that there might be a lack of coordination and that synergy may not occur remain constant. We have said that in general terms up until now actions that have been set up from the angle of ensuring that the national plan and the specialist involvement complements any autonomous community plan, although dysfunction might always occur and would need to be corrected. *Targeted* approaches are aimed at compensating disadvantages but must tend towards normalisation. If this is not so then they lose their meaning.

In the new programme period, the multi-fund programmes cease to exist and although it is permitted for equipping and infrastructure to be carried out under the ESF framework, this possibility has not been contemplated in the case of the new OPCD. ERDF actions have been decisive in the choice of measures carried out by the entities concerned and have served to strengthen successes at insertion. If these disappear this will undoubtedly mean a lost opportunity and mean the new period will produce a lesser impact.

One should also point out the **disappearance of the Global Grant as a mechanism for implementation**. The small financial sums set aside under the new programme to institutionally strengthen the NGOs have meant that it is not feasible to continue to use this mechanism. Considering that 60% of Spanish social NGOs act in the field of workforce integration then it would seem that any resources invested in strengthening them would necessarily add to the success of the programme objectives.

Finally, one should mention the risk which always exists of the **public administration authorities delegating responsibilities which are technically theirs**. The fact of an NGO managing certain services does not imply that the administration should hold back from its responsibilities and delegate such functions to the entity concerned. The risk of this occurring is more likely to exist among certain groups such as ethnic traveller groups, homeless persons, etc.

ANNEX I

NAPin 2006 – 2008 MEASURES FOR PEOPLE IN SITUATION OF HIGH VULNERABILITY

To support the social integration of immigrants

Measures

1. Pass the Strategic Plan for Citizenship and Integration of Immigrants 2006-2009.
2. Develop actions relating to the integration of immigrants through:
 - 2.1 Action plans by the autonomous regions and cities of Ceuta and Melilla to develop the measures of the Fund for the Reception and Integration of Immigrants and their Educational Support.
 - 2.2 Agreements with immigrant centres in Ceuta and Melilla to develop reception programmes for immigrant minors.
 - 2.3 Financing to local governments for innovative projects related to the integration of immigrants.
3. Establish complementary support measures including information, monitoring, and evaluation and exchange of experience and good practice.
4. Provide financial assistance and subsidies to help immigrants through programmes of temporary reception, information and advice services, translation, legal advice, social and labour integration and programmes for voluntary return:
 - 4.1 Subsidies to the Spanish Red Cross, the Spanish Refugee Aid Committee and the Spanish Catholic Association Committee for Migrations (ACCEM) for refugee and immigrant programmes.
 - 4.2 Subsidies under the general subsidy regime and income tax subsidies (IRPF) for programmes offering reception, guidance and information, family regrouping, geographical mobility, return and reestablishment.
 - 4.3 Other social assistance co-financed with the European Social Fond.
5. Facilitate individual assistance for residents in refugee reception centres (CAR).
6. Set up actions to promote equal treatment and non-discrimination for reasons of race or ethnic origin: creation of the Observatory for equal treatment and non-discrimination for reasons of race or ethnic origin.
7. Boost programmes supporting decent rehousing of foreign workers who live in shanties or slums, in collaboration with NGOs.
8. Impulse actions and programmes of co-development connecting immigrants with their origin communities and providing technical and financial support to and effective result of the mentioned initiatives.

People with disabilities

1. Pass the draft Law giving official recognition to Spanish sign language and regulating the support for oral communication by people who are deaf, with hearing problems or deafblind.
2. Pass the draft Law on breaches and sanctions of regulations relating to equal opportunities, non-discrimination and universal access for people with disabilities.
3. Bring in regulations to develop the Law on equal opportunities, non-discrimination and universal access for people with disabilities.
4. Develop projects in the Action Plan for People with Disabilities (2003-2007), aimed at:
 - 4.1 Offering social care and healthcare for women with disabilities, people with serious brain damage and other groups with serious disabilities, within the general objective of developing innovative projects related to home care, day care and residential homes.
 - 4.2 Supporting families who care for seriously disabled people by helping them to incorporate technical and technological support facilities into the home, and developing information, advice and mediation services, care training, mutual support activities, and support for lone parents.
 - 4.3 Developing projects and specific measures to aid the abilities and the autonomy of people with serious disabilities, facilitate independent life, apply the principles of bioethics and undertake actions to combat the ill treatment of women and people with serious disabilities.
5. Apply the measures in the National Plan for Accessibility (2004-2012).
6. Adopt the First Action Plan for Women with Disabilities.
7. Create, in collaboration with NGOs, day care centres, residential centres and sheltered or shared housing units.
8. Develop in collaboration with NGOs night care, family relief and family support programmes for families who look after people with disabilities.

Women

1. Pass the draft Organic Act on equality between women and men.
2. Develop the Organic Law on measures offering comprehensive protection against gender violence, using:
 - 2.1 The Fund for Comprehensive Social Assistance Against Gender Violence.
 - 2.2 Social support outlined Article 27 of the above Law.
3. Adopt the Strategic Plan for Equality of Opportunity between Women and Men.
4. Maintain and develop the telecare system for victims of gender violence.

5. Develop the work of the National Observatory on Violence against Women.
6. Develop jointly with NGOs programmes aimed at preventing and eradicating violence against women in all its forms: gender violence, trafficking for purposes of sexual exploitation (prostitution), and crimes against sexual freedom.
7. Develop measures to promote gender equality in the information society as part of the Avanza Plan.
8. Facilitate mobility to civil servant women who are victim of gender violence, when they are obligated to leave their jobs due to that violence, in a temporal or permanent way.

Young people

1. Develop the actions and measures contained in the Interministerial Youth Plan 2005-2008.
2. Develop the youth programme of the Housing Plan 2005-2008, by:
 - 2.1 Making it easier to move from a smaller to larger subsidized housing when personal circumstances make it necessary, without having to return the financial assistance received.
 - 2.2 Increasing the amount of financial assistance as down payment for housing given to young people aged up to 35 whose income is no greater than 3.5 times the IPREM wage reference.
 - 2.3 Creating a specific rental housing programme for young people.
 - 2.4 Promoting specific agreements with the public administrations and other institutions to develop rental housing for young people in areas where there is great demand for such housing.
3. Promote actions in collaboration with the Spanish Federation of Municipalities and Provinces to support young people to become emancipated, increasing their personal autonomy and social integration.
4. Develop actions in collaboration with NGOs to promote citizenship values among young people through education in values, encouragement of social participation and the development of leisure and free-time activities, which encourage the acquisition of healthy living habits and environmental education.

The gypsy population in Spain

1. Develop comprehensive social intervention projects in collaboration with the autonomous regions offering care, preventing marginalization and better integrating the gypsy population.
2. Instigate actions related to equal treatment and opportunities, training and the exchange of information and good social practices.
3. Develop specific plans at a regional level for the gypsy population.

4. Carry out a national sociodemographic survey on the gypsy population, and a study on their conditions of health.
5. Draw up a map of housing and gypsy community in Spain.
6. Develop job placement and social integration programmes in collaboration with NGOs.
7. Set up and develop the functions of the State Council for Gypsy people.
8. Create an Institute for Gypsy Culture to develop and promote gypsy history, culture and language.

Emigrants

1. Maintain the welfare pensions for both emigrants who have returned and those who have not, through:
 - 1.1 Old-age welfare pensions for emigrants who return.
 - 1.2 Old-age welfare pensions for emigrants who live abroad.
 - 1.3 Financial assistance to citizens of Spanish origin who left Spain when where children because of the Civil War.
2. Promote social care programmes for situations of special need for emigrants who return to Spain by offering:
 - 2.1 Financial assistance for migrants who return, their families, and organizations which work to support these groups.
 - 2.2 Subsidies to NGOs using income tax revenues set aside for programmes to help Spanish emigrants who return.
3. Promote actions designed to help returning emigrants back into the labour market by using financial assistance both co-financed and not co-financed by the European Social Fund.
4. Guarantee health cover for Spanish emigrants resident abroad.

The homeless

1. Develop programmes in collaboration with NGOs for medium and long-term stays in centres which offer complementary social care over and above basic lodging and food, or social and employment integration measures.
2. Subsidize programmes designed to establish mobile street multidisciplinary social care teams. The programme will be developed in collaboration with NGOs.
3. Carry out a study on users of hostels and shelters for the homeless.
4. Identify good practices and management models for the care of the homeless, leading to a seminar on this subject.

Prison inmates and former inmates

1. Develop social and employment integration programmes for inmates who are allowed limited leave from prison ('third degree'), and those on parole.
2. Co-finance networks of resources to support people who are subject to security measures, are serving suspended sentences and are on parole under the rules of the Penal Code, by providing places in special centres under different programmes and regulations. This includes: residential rehabilitation for drug dependents; work in special educational centres; outpatient treatment for drug dependents; and education and training courses on sex education, road security and ill treatment prevention.
3. Offer places in hostels for prisoners on parole who have no home to go to and suffer from a serious incurable illness; as well as places in special educational centres for people on parole who require specific psychomedical treatment.
4. Together with NGOs, carry out programmes related to healthcare and rehabilitation of drug-dependent former inmates and those suffering from AIDS and other illnesses.
5. Collaborate with the Spanish Federation of Municipalities and Provinces to offer the option of community work or weekend house arrest, as well as programmes developed jointly with NGOs to collaborate in the performance of alternatives measures to prison sentences.
6. Develop programmes for female prison inmates and their children: play/educational activities for children; early stimulation for motor and cognitive development and sensory and emotional development of children; promoting the mother-child relationship and developing motherhood within the family and social environment; and setting up summer schools to consolidate infant education.