

**COMPREHENSIVE FAMILY SUPPORT PLAN**  
**2015-2017**

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*Courtesy Translation*

# COMPREHENSIVE FAMILY SUPPORT PLAN

2015-2017

## 1. INTRODUCTION.

- 1.1. Justification
- 1.2. Regulatory framework
  - A) National
    - a) Legal texts
    - b) Strategies, plans and catalogues.
  - B) International
    - a) Agreements
    - b) Plans, Strategies and Recommendations
- 1.3. Development process and governance

## 2. DIAGNOSIS OF THE SOCIO-ECONOMIC SITUATION OF FAMILIES IN SPAIN

- A. Changes in population and social behaviours in Spain
- B. Number and characteristics of households.
- C. Large families, single-parent families and families with disabled people
- D. Quality of life indicators.
- E. Labour market.

## 3. GENERAL OBJECTIVES AND PRINCIPLES OF THE PLAN

1. Developing the guiding principles that should govern proceedings in family matters.
2. Progressing in the social, legal and economic protection of families
3. Addressing the socio-demographic challenges related to ageing and low birth rates. Supporting motherhood.
4. Ensuring sustainability and social cohesion by supporting families
5. Encouraging inter-generational and intra-family solidarity.
6. Helping to build a society that cares for families.
7. Providing preferential support to families in special situations
8. Eradicating inequalities that are rooted in the family situation.
9. Reaching a better understanding of the family as a key institution for social cohesion.
10. Assessment of results and impact of family support policies.

#### 4. STRATEGIC LINES. SPECIFIC OBJECTIVES AND MEASURES.

**Line 1 Social and economic protection of families.**

Employment support measures, social benefits, tax benefits and direct financial support to families

Measures relating to the provision of services, housing, education and others to facilitate the inclusion of families

**Line 2 Reconciliation and shared responsibility.**

Measures relating to the labour market and work

Measures that provide financial support and services

Training, information and awareness measures

**Line 3 Support for motherhood and positive environment for family life.**

Maternity support measures

Social and healthcare support measures for families

Measures in the legal and child protection field

Drug prevention measures

Measures in the fields of urban planning, transport, training, ICT, leisure and culture

**Line 4 Positive Parenting.**

Measures to support positive parenting

Educational support, training, volunteering and social inclusion measures

**Line 5 Support for families with special needs.**

Measures to support large families, single-parent families and families with disabled members

Other family groups with special needs

Measures of prevention, support and intervention for families in situations of conflict or victims of violence

**Line 6 Family policies: coordination, cooperation and mainstreaming.**

**Line 7 Evaluation by results.**

#### 5. ECONOMIC AND BUDGET ESTIMATES

## 1. INTRODUCTION

### 1.1. Justification

With this Plan, the Government of Spain assumes the **commitment to articulate a comprehensive policy of economic and social support to the family**, from the recognition of the central role of the latter as the basic unit of social articulation, school of values, prime location for the transmission of cultural heritage, agent of social cohesion and integration, a key factor of intergenerational solidarity, and vital space for the development and welfare of its members, which the public authorities should support so that it can fully assume its responsibilities.

This Plan defines a **specific and explicit family policy**, not only as a sum of sectoral policies or as a mere aggregate of specific actions on particular situations of family members who are receiving special treatment, but as a coherent set of homogeneous actions to support families **taking into account changes that are occurring in their composition, structure and functioning and the need to reconcile family policy with the objectives of State social and economic policy and the financial viability of different welfare policies.**

**The family plays an economic, social and even political role, essential for social cohesion and sustainability.** It is necessary for both stability and sustained economic growth; performs a key educational function in the formation of a balanced society; and plays a role of solidarity between people and generations that make it – together with the public sector- an institution capable of redistributing income and doing so in a totally altruistic way for society.

The Survey “Opinions and Attitudes regarding the Family” carried out by the CIS (Spanish Centre for Sociological Researches) as part of the twentieth anniversary of the International Year of the Family shows overwhelmingly that the family is still considered the most important institution for the Spaniards, above other elements such as friends, work or money. For 98.7% of the population the family is very important or quite important. The most important aspects are the emotional functions it performs for all the members and the upbringing of children.

Therefore, since **the family is both a private and social asset**, the Government considers it necessary to support it **as the best investment for the future** and makes a commitment to give a family perspective to all public policies so that families are taken into account across the board in all areas.

**There are three main reasons** for the development of this Plan:

**FIRST.** Firstly, **the political commitment of the government**, which is necessarily based on the Spanish Constitution of 1978, Chapter III of which, referring to the guiding principles of social and economic policy, lays down the obligation of public authorities *to ensure the social, economic and legal protection of the family as well as the comprehensive protection of children regardless of their affiliation*. It also states that *children should enjoy the protection specified in the international agreements which safeguard their rights (Art. 39)*. **It has been 10 years since the end of the term** of the first and only comprehensive plan to support the family (2001-2004) approved by a government in Spain, and since then families had not been subject to an integrated and global action. It has been during this legislature that the family has come back on to the political agenda of the Government.

In this regard, **since the beginning of this legislature, the Government has developed various public policies to support the family**, through initiatives such as the **National Strategic Plan for Children and Adolescents**, the **National Action Plan for Social Inclusion**, the **Strategic Equal Opportunities Plan** and the **National Strategy for the Elimination of Violence to Women**, among many others, not to mention other projects along the same lines to be approved and launched before the end of this legislature. These include, for example, the development of the *Framework of Action for the Elderly* or the approval of the *Child Protection Bills* and the effective implementation of the *Personal Income Tax* reform.

These actions are not isolated interventions or measures, but are part of a well-defined and structured global strategy, whose central axis is the family (including especially support for motherhood) and which is completed with the development of this *Comprehensive Family Support Plan* (CFSP). Its approval and implementation will allow the government to move forward in the improvement of all its activities, especially those of a social nature: education, health, housing, social policy, poverty reduction, etc.

**SECOND.** Secondly, this plan meets **international requirements and recommendations** based on conventions, regulations and recommendations of the United Nations, European Union, Council of Europe and other supranational levels as well as the commitments that arise from the content of opinions and reports issued by different international organizations. All of them demonstrate the need for a coherent, global family policy aimed at all families and especially those in situations of need.

Of all these, also listed in the following section, two are worthy of special mention:

The document approved by the **General Assembly of the United Nations** on October 29, 2013, during the preparation and celebration of the 20th anniversary of the International Year of the Family in 2014<sup>1</sup>, which urges Member States to consider that *by the year 2014 they should have taken specific steps to improve the welfare of the family through the implementation of effective national policies, strategies and programmes, and give due consideration to the development of policies on the family.*

This document arises from the **Report of the UN Secretary General** of 3 December 2013<sup>2</sup>, which expressly recognizes the achievements of our country in this field **and which already mentions this plan:**

*In Spain, the new National Strategic Plan for Children and Adolescents (2013-2016) aims to support families in the exercise of their responsibilities for the care, education and integral development of children and includes measures to reconcile work and family life. The Plan's provisions for social protection and inclusion focus on children and adolescents at risk. The new National Action Plan for Social Inclusion (2013-2016) focuses on the fight against child poverty, the promotion of inclusion through employment and the provision of basic services to the most vulnerable households. The Comprehensive Family Support Plan aims to advance the social, legal and economic protection of families, strengthening intergenerational solidarity and improving parenting skills. Several guiding and coordinating mechanisms have been established for the implementation of family policies at regional and local level and collaboration with civil society and academic experts has been increased.*

In this regard, it is interesting to note that the Report of the UN Secretary General of November 18, 2014<sup>3</sup>, in connection with the celebration of the 20th anniversary of the International Year of the Family in 2014, includes the following reflections among its final conclusions and recommendations:

*Since family issues are multisector and cannot be addressed by a single government department or agency, more attention should also be paid to integrated and coordinated approaches.*

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<sup>1</sup> A/C.3/68/L.16/Rev.1 Sixty-Eighth Session. Third Committee.

<sup>2</sup> A/69/61–E/2014/4. Report of the Secretary General. General Assembly. Sixty-Ninth Session. Social development: social development, including questions relating to the world social situation and to youth, aging, disabled persons and the family.

<sup>3</sup> A/70/61–E/2015/3. Report of the Secretary General. General Assembly. Seventieth session. Celebration of the 20th anniversary of the International Year of the Family.

*Similarly, the development of national plans and strategies on the family requires collaboration with relevant stakeholders, including civil society organizations, the private sector and families themselves.*

*Governments are urged to continue promoting policies and programmes focused on the family as part of an integrated, comprehensive and inclusive approach to development.*

*Member States should invest in a variety of family-oriented policies and programmes as an important instrument to fight poverty, social exclusion and inequality, promote balance between work and family life and gender equality, promote social integration and solidarity between generations and prevent violence within families.*

Moreover, the **European Union**, in this new programming period and to achieve the Europe 2020 objectives, has insisted that it is necessary to modernize and expand the areas in which countries carry out social policies, which should be seen as a *social investment*, which requires work to support people but also the familiar group<sup>4</sup>.

Social investment involves strengthening the current and future capabilities of people, so support should be aimed at meeting specific needs that arise throughout life: in childhood, youth, in the transition from school to the labour market, parenthood, from the beginning to the end of the career, and during retirement. This again requires a family perspective in the development of all social policies, among other reasons because *to break the cycle of disadvantage across generations it is necessary to mobilize a range of policies, supporting not only the children themselves but also their families and communities*<sup>5</sup>.

To this end, the Council of the European Union recommends Member States, especially and among other measures, to develop the potential of education and early childhood care, using them as a *social investment* to address, through early intervention, the inequality and challenges faced by children. The best way to fulfil this recommendation is to implement cross-cutting actions that identify families as the primary caretakers.

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<sup>4</sup> Council of the European Union. Towards social investment for growth and cohesion, including the implementation of the European Social Fund 2014-2020. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. COM (2013) 83 final.

<sup>5</sup> As above.

Especially notable is the recent **Council Recommendation "Invest in children: break the cycle of disadvantage"** which *states that the most effective prevention is achieved through integrated strategies that combine helping parents to access the labour market with support for adequate income and access to essential services for the future of children, such as those relating to quality education, health, housing and social services*<sup>6</sup>.

Finally, mention should be made of the latest **Recommendations made by the Council to Spain regarding the National Reform Plan 2014**<sup>7</sup>, in which, although it is recognized that the National Action Plan for Social Inclusion *provides an adequate framework to adapt labour market policies to those who are furthest therefrom, alleviate child poverty and improve the efficiency of family support services*, the development thereof is also considered necessary and **it is recommended to improve the targeting of family support programs and quality services, giving priority to low-income households with children, to ensure the effectiveness and progressiveness of social transfers**.

**THIRD. The plan ultimately responds to the demographic and social challenges facing Europe and especially Spain, which require, now more than ever, family support policies.**

As the EU Council indicated, to achieve the social goals of the Europe 2020 Strategy, it is necessary to address the challenges that arise at different stages of people's lives and, at the same time, demographic and social challenges.

As noted in the diagnosis of the situation of families in Spain, there are several challenges to be faced in our country. The working-age population and the number of women of childbearing age has declined in Spain in recent years; there has been a very significant fall in the average number of children per woman, which is less than 1.3, and the annual number of births; households are getting smaller and although most of them are couples with children, 34.93% have only one child and those with 3 or more account for only 3% of the total number of households. Childless couples account for 21.65% of the total, single-parent families account for 9.37% and single-person households have an increasingly significant importance accounting for just over 24% of the total.

The Spanish population has aged, the average age being 42.4 years, and the proportion of elderly persons has increased due to the progress made in terms of life expectancy.

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<sup>6</sup> Council of the European Union. *Invest in Children: break the cycle of disadvantage*. Commission Recommendation of 20.2.2013, SOC 116. Ecofin 126. C (2013) 778 final.

<sup>7</sup> European Commission. Council Recommendation on the 2014 National Reform Programme for Spain under which the Council issues an opinion on the 2014 Stability Programme for Spain, Brussels 2.6.2014. COM (2014) 410 final.



Ageing, increasing dependency rates and declining productive population raise the need to address the affordability and sustainability of public budgets for social policies.

The data show that the family continues to act as the main buffer of the effects that result in situations of economic and social difficulty, supplementing the role of public policy in the redistribution of income between generations. This situation must be taken into account in the design and development of all social policies.

## 1.2. Regulatory framework

This Plan, naturally, takes into consideration and develops conventions, laws and decrees, as well as national and international plans, strategies and recommendations. The main texts taken into consideration are listed below.

### A) National

#### a) Legal texts

- Royal Legislative Decree 1/1994 of 20 June, approving the Consolidated Text of the General Act on Social Security.
- Royal Legislative Decree 1/1995 of 24 March, on the Workers' Statute.
- Act 40/2003 of 18 November, on the protection of large families.
- Act 1/2004 of 28 December on comprehensive protection measures against gender-based violence.
- Act 13/2005 of July 1 amending the Civil Code concerning the right to marry.
- Act 39/2006 of 14 December, on the Promotion of Personal Autonomy and Care for People in situations of dependency.
- Act 3/2007 of 15 March, regulating the registry rectification of the mention regarding people's sex (this Act also includes an additional provision on the parentage of children in female couples).
- Organic Act 3/2007 of 22 March, for the effective equality of women and men.
- Act 7/2007 of 12 April, on the Basic Statute of Public Employees.
- Act 35/2007 of 15 November, establishing the deduction in Personal Income Tax for birth or adoption.
- Act 40/2007 of 4 December, on measures relating to Social Security.
- International Convention on the Rights of Persons with Disabilities and its Optional Protocol (December 2007), ratified by Spain in 2008.
- Act 27/2011 of 1 August, on the updating, adaptation and modernization of the Social Security system.

- Act 3/2012 of 6 July, on urgent measures to reform the labour market.
- Act 5/2012 of 6 July 6 on mediation in civil and commercial matters.
- Royal Decree-Law 1/2013 of 25 January extending the programme for the retraining of people who exhaust their unemployment benefits and adopting other urgent measures for the employment and social protection of the unemployed.
- Royal Decree-Law 3/2013 of 22 February, amending the rules on fees in the Administration of Justice and Free Legal Aid system.
- Act 1/2013 of 14 May on measures to strengthen protection for mortgage borrowers, debt restructuring and social rent.
- Royal Legislative Decree 1/2013 of 29 November approving the Revised Text of the General Law on rights of persons with disabilities and their social inclusion.
- Organic Act 8/2013 of 9 December, on the Improvement of Educational Quality.
- Royal Decree-Law 16/2013 of 20 December, on measures to promote stable employment and improve the employability of workers.
- Act 18/2014 of 15 October approving urgent measures for growth, competitiveness and efficiency.
- Act 26/2014 of 27 November amending Act 35/2006 of 28 November on Personal Income Tax, the Revised Text of the Non-resident Income Tax Act, approved by Royal Legislative Decree 5/2004 of 5 March, and other tax regulations.
- Royal Decree-Law 16/2014 of 19 December, regulating the Employment Activation Programme.
- Bills for the protection of Children and Adolescents approved by the Council of Ministers on 20 February 2015.
- Royal Decree-Law 1/2015 of 27 February, on the second chance mechanism, reduction of financial burden and other measures of a social nature.

b) Strategies, plans and catalogues.

- Strategy for Normal Childbirth Care in the NHS approved by the Interterritorial Council of the National Health System in 2007.
- National Strategy for Sexual and Reproductive Health approved by the Interterritorial Council of the National Health System in 2010.
- Palliative Care Strategy of the National Health System adopted in 2007 and updated from 2010 to 2014.
- Spanish Disability Strategy 2012-2020.

- Spanish Employment Strategy 2012-2014.
- National Strategy for the Social Inclusion of the Roma people 2012-2020.
- Youth Employment and Entrepreneurship Strategy 2013-2016.
- National Plan Implementation of the National Youth Guarantee System.
- Youth Strategy 2020.
- State Plan promoting the rental of housing, building rehabilitation and urban regeneration and renewal 2013-2016.
- Digital Agenda in Spain, 2013.
- National Strategic Plan for Children and Adolescents 2013-2016.
- National Action Plan for Social Inclusion of the Kingdom of Spain 2013-2016.
- Social Services Reference Catalogue 2013.
- National Strategy for the Elimination of Violence against Women (2013-2016).
- National Drug Strategy 2009-2016 and Action Plan on Drugs 2013-2016.
- Strategy for Health Promotion and Prevention in the NHS approved by the Interterritorial Council on 18 December 2013.
- Strategic Plan for Equal Opportunities 2014-2016.
- Spanish Strategy for Employment Activation 2014-2016.
- 1<sup>st</sup> Annual Employment Policy Plan 2014.
- Action Plan for Equality between Men and Women in the Information Society 2014-2017.
- Action Plan 2014-2016 of the Spanish Disability Strategy 2012-2020.
- Agreement on tripartite negotiation proposals to strengthen economic growth and employment, 29 July 2014, signed by the Government of Spain, CEOE, CEPYME, CCOO and UGT.
- Spanish Strategy for the Social Responsibility of Companies 2014-2020.

## **B) International**

### a) Agreements

- UN Convention on Children's Rights.
- UN Convention on the Rights of Persons with Disabilities.

### b) Plans, Strategies and Recommendations

- REC (2006) 19 Recommendation on "Policies to support positive parenting" adopted by the Committee of Ministers of the Council of Europe.

- Recommendations of the Committee on the Elimination of Discrimination against Women 2009.
- Recommendations of the UN Child Rights Committee to Spain 2010.
- Recommendations of the UN Committee on the Rights of Persons with Disabilities to Spain 2011.
- Opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. 4 May 2011.
- Agenda of the European Union for Children’s Rights (2011).
- Third Optional Protocol of the Children’s Rights Convention, establishing a procedure for reporting violations of children’s rights.
- United Nations Resolutions, especially those made during the celebration of the twentieth anniversary of the International Year of the Family (Resolution 67/142 AG and others).
- Council of Europe Strategy on Children’s Rights (2012-2015).
- European Disability Strategy 2010-2020: A renewed commitment to a barrier-free Europe.
- Commission Recommendation of 20.2.2013. “Invest in children: break the cycle of disadvantage”. SOC 116. ECOFIN 126. Brussels, 21 February 2013.
- European Growth Strategy 2020.
- Initiative Project on the Humanization of Childbirth Care and Breastfeeding (BFHI) promoted by UNICEF and WHO.
- WHO Recommendations on Maternal and Child Health.

### **1.3. Development process and governance**

On 21 December 2012, the Council of Ministers created the Interministerial Technical Committee for the Family (ITCF), with a mandate to develop a Comprehensive Family Support Plan (CFSP). The ITCF was incorporated on 16 April 2013, with the participation of representatives from nine ministerial departments<sup>8</sup>, beginning its tasks through four working groups:

1. Reconciliation and shared responsibility of family, work and personal life.
2. Economic protection of families with dependent children.
3. Services, measures and policies to provide a supportive and positive environment for family life.
4. Intergenerational solidarity and support to families with special needs.

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<sup>8</sup> In addition to the Ministry of Health, Social Services and Equality, the ITCF also comprises representatives of the following ministries: Justice; Finance and Public Administration; Economy and Competitiveness; Development; Education, Culture and Sports; Employment and Social Security; Industry, Energy and Tourism; and Presidency. However, measures are also provided by the other ministries (Foreign Affairs and Cooperation, Interior, Defence and Agriculture, Food and Environment).

The Agreement of the Council of Ministers conceives the Comprehensive Family Support Plan (CFSP) not as a mere aggregate of sectoral measures, but as an authentic public policy to ensure the mainstreaming of family promotion and protection in all its public activities. Its development and implementation should be a tool to publicize the fact that the family is a priority of the political agenda. This requires the articulation of a set of support measures in a coordinated, coherent and integrated manner, which implies:

- a) Making the objectives and structure of the CFSP compatible with those of the social policy already approved or under development.
- b) Defining the objectives pursued in the long, medium and short term, based on the needs of families, articulating the measures around them, based on studies and research on the needs of families carried out in our country.
- c) Defining each of the instruments to be used, bearing in mind that as a whole they should lead to an economically viable Plan in financial terms.

The material scope of the Plan **is limited to the competence of the Central Government**, regardless of the fact that measures requiring coordination or cooperation with other authorities and institutions are also included.

Thus, the CFSP allows coordinate all existing social measures as well as a major set of new proposals –tax deductions, improved social services, actions in education and employment, etc.-, which are made available to families from the various management centres of the Central Government to achieve the objectives assigned to it. This articulated family policy allows a review of numerous public actions, providing new tools to make them more efficient.

Social participation through the associations representing families and their needs, which has been articulated through a process of consultations at two different times, is also essential in the development of the Plan; firstly, in the definition of principles, general objectives and strategic lines and subsequently in relation to the specific measures included in the CFSP. Consultations have been aimed at the entities of the State Council of Social Action NGOs and at a large number of organizations specifically representing family associations.

## **2. DIAGNOSIS OF THE SOCIO-ECONOMIC SITUATION OF FAMILIES IN SPAIN**

When the work of the Interministerial Technical Committee for the Family for the development of the CFSP began, a study was presented on the socio-economic situation of families in Spain, from which the objectives, strategies and measures that

make up this Plan have been defined. The main conclusions of this work, updated with the latest data available, are as follows:

## **A. Changes in population and social behaviours in Spain**

According to the most recent population figures published with the Preview of the Continuous Census Statistics on January 1, 2015, **the total number of residents in Spain is 46,600,949**. Just over 58% of the population is concentrated in just four Autonomous Regions (ARs): Andalusia, Catalonia, Madrid and Valencia. The other 13 regions and the two autonomous cities contain the rest of the population, although there are significant differences between them.

The latest revision of the Municipal Census shows a population increase of nearly 7 million people since 1996, which means that **in the last 15 years, the population of Spain has grown by 17.5%**. Most residents, 89.9%, are Spanish, the remaining 10.1% being foreign, the latter being the ones that, in absolute terms, have contributed most to the growth of the population in that period.

The foreign population —4.7 million people on January 1, 2015— grew by 54% between 2005 and 2011, i.e. about 2 million people from over 20 different countries, some of them with very different cultures. However, since 2008, there has been a slowdown in net inflows of immigrants, leading to a negative migration balance and a **decline in the relative weight of the foreign population in the total population of Spain**.

Census data also show **a slightly older population, with an average age of 42.44 years**. The foreign population is younger with an average age of 35.33 years, compared to 43.24 years in the Spanish population. If the current demographic trends continue, Spain will be doomed to a progressive loss of inhabitants and increased aging of the population.

Regarding social behaviour, there is a downward trend in the number of marriages celebrated in Spain. 260,974 were recorded in 1976, while in 2013 the figure stood at 156,446 (of which 3,071 are same-sex couples). The gross marriage rate has also undergone a significant decline, standing at 3.32 per thousand residents in 2013, i.e. 3.86 points below the 1976 level. There has also been an **increase in the average age at which marriage is celebrated, which stands at 36.8 years for men and 33.8 years for women**, nearly 9 years later on average than about three decades ago.

Similarly, since 2007, there has been a decline in the number of marital separations, which stood at 106,166 in 2009, very close to the 2000 figure. But after that date, there has been a slight increase, which could show a change in the trend of recent years. Thus, in 2013 (the latest data published), there were 100,437 divorce, separation or annulment sentences, a 0.8% increase over the previous year.

The time at which the **highest percentage of divorces occurs** (according to 2013 data) is after 20 years of marriage, 29.37% of the total, this group undergoing a decrease from the previous year. 56.81% of divorces occur in couples with children and 47.79% in those which only have minor children, the mother being the one to exercise custodianship in 76.16% of cases, the father in 5.57% of cases and both in 17.93% of cases.

As for the **number of births**, in absolute terms, it has undergone a **continuous decline over the last three decades, falling by more than 200,000**, until shortly before the start of the next - year 2000-, this trend is reversed slightly, a new decline beginning, placing the number of births at 425,715 in 2013, a figure very close to that recorded in the early eighties. However, data from the first half of 2014 indicate a 1% rise in births over the same period of the previous year, which if consolidated would mean the first increase in the birth rate since 2010. 18.6% of these births correspond to foreign mothers and 81.4% to Spanish, which indicates a major change over the last decade since in 2000 93.80% of the births corresponded to Spanish mothers.

**The decision to become mothers is taken later. In 2013 the average age stood at 31.6 years** with differences according to the nationality of the mother. The average age of motherhood is earlier among foreign women: 29.1 years, Spanish women having their first child three years later, at 32.2 years. This difference, which is observed in all regions, can be as much as nearly 4.5 years in some regions.

Changes are also observed in relation to the marital status of women at the time of becoming mothers. **While in 1975 only 2.03% of births were to unmarried women, in 2013 this figure had risen to 40'86%**. Of the unmarried, 16.96% have a stable relationship with their partner and 12.51% do not. The situation of the rest is not recorded.

The behaviours described show us that the **average number of children per woman is less than 1.3**. Again, the behaviour of Spanish and foreign women is different, the figure being barely 1.23 among Spanish women compared to 1.53 for foreign women.

With regard to the gross birth rate there has been a continuous drop with slight increases some years, especially in the early 2000s, which do not appear to consolidate as a trend, because since 2009 the decline starts again, now leaving us with figures of below 10 births per 1,000 inhabitants, although in fact during the 90s this figure dropped even lower.

Significant differences can be observed if the mothers' nationality is considered. In 2013 the average birth rate was 9.11, standing at 8.3 in Spanish mothers and rising to 16.05 in foreign mothers. However, it seems that the behaviour of the latter is becoming more similar to that of Spanish mothers, since the birth rate among foreign mothers has dropped considerably over the last decade –more than 4 points- while the behaviour of Spanish mothers seems much more stable. Thus, it is found

that while the difference in 2003 was more than 10 points in 2013 it is less than 8 points.

The fact is that there are individual and family behaviours leading to far-reaching social and public consequences, especially if we add to them the fact that the life expectancy of the population has grown significantly.

## **B. Number and characteristics of households.**

The changes observed in household composition include a **decrease in size** and an increase in number and type. The number of families in which several generations live in the same house has also decreased, despite the growing delay in the age of emancipation of young people.

The number of households in Spain in 2014 was 18.3 million according to the latest data released by the National Institute of Statistics in the *Continuous Household Survey*. Most households consist of couples with children, but the children do not live at home in all cases. Among the households with children living at home – 34.6% of the total- the most numerous are those with one child, while those with 3 or more account for just 3.3% of all households. Childless couples account for 21.7% of the total. Single-parent families, i.e. those consisting of one adult and children, account for 9.6%.

Single-person households account for a significant proportion, representing 24.8% of the total. Almost 60% consist of people aged under 65. The drop in the number of marriages and the increase in the number of divorces explain this composition.

Considering the statistical information provided by the *Labour Force Survey* and the *Household Budget Survey*, which give us a picture of the situation over time, in 2014 in Spain there were 18.3 million households in a total population of 46.46 million people. Since in 2006 the number of households stood at 16.35 million, with a population of 44.02 million, in the last eight years the number of households has increased by 10.65%, while the total population has only increased by 5.5%. In other words, the increase in the number of households is more than twice that of the total population.

As for the type of household, most were households with children –nuclear and single-parent. Those which have increased most have been single-person households. The increase in life expectancy and the significant growth already mentioned in the number of divorces and separations has caused an increase of more than 12% since 2006 in this type of households, which now account for nearly 25% of the total. Similarly, single-parent households have increased by more than 24%, exceeding the figure of 1.75 million. Only nuclear households have decreased very slightly.



If we look at marital status **more than half of the population aged 16 and over was married in 2013 (53.47%)**, i.e. 20.6 million people, although a downward trend can be seen when compared to six years ago. **The nuclear family, consisting of a married couple with or without children, is the main type of household.**

The smallest group is that of separated/divorced people, accounting for 2.2 million, 5.8% of the over 16s. It is also the one that has experienced the highest growth, almost 49% compared to 2006.

But one of the most significant changes in Spanish households relates to the number of people living in them. In the last 30 years the figure has fallen from an average of almost 4 members per household to less than 3, specifically, 2.51 members per household in 2014.

This downward trend in the size of households has continued in recent years, and in 2014, 30.6% of households had two members, while households with five or more accounted for 5.9%.

In 2014 one-person households were the least numerous, 24.8%, with a greater presence of those in which the person was under 65. The most numerous are those formed by a couple with children, 34.6%, more than 6.3 million households, compared with childless couples who account for less than 4 million, i.e. 21.7% of all households.

However, what is becoming less common is the presence of more than one child in Spanish homes. **Thus, in 2014 the most numerous are those formed by a couple with one child, nearly 3 million homes, representing 16.1%, followed by those with two, which are about 2.8 million, i.e. 15.3%. Couples with 3 or more children are almost 595,000, i.e. 3.3%.**

Considering the nationality of the main breadwinner, the number of households in which he/she was of Spanish nationality in 2013 was 16.17 million, compared to 1.65 million in the case of foreigners. Until 2010, the number of households in which the main breadwinner was of foreign nationality had undergone a continuous increase. However, in 2011 and 2012, this trend seems to be reversed, a slight decrease being observed in their proportion of the total (10.15% and 9.86%, respectively) as well as a decrease in absolute values.

As for the level of training of the main breadwinner, a significant improvement is observed. Thus, in recent years we find a very significant decrease in cases in which the main breadwinner has the lowest level of education (less than high school), with an increase in the rest, especially those with secondary education, first vocational training cycle and degree. In larger households, the level of training of the main breadwinner is first stage secondary education (33.43% in 2013).

### **C. Large families, single-parent families and families with disabled people**

The United Nations Economic and Social Council, in the preparatory report for the celebration of the twentieth anniversary of the International Year of the Family in 2014<sup>9</sup>, points out the need for special policy frameworks for families most at risk of falling into poverty and social exclusion: large families, single-parent families and families with disabled people.

**The number of large families legally recognized in Spain in 2014 was 562,499.** This represents an increase compared to those recorded in 2007 –about 150,000 families. Considering the category into which each one falls, the majority, namely 89.73%, are part of the general category, and the remaining 10.27% the special category. Most of them are those in which there are 3 children (70%). In 2014, 85.16% were large families without children with disabilities and the rest had one or more child with disabilities.

**In 2014 there were 1.75 million single-parent families in Spain, i.e. 9.6% of households. In the large majority, namely 82.7%, the parent is female. Regarding the age of the reference person, in the case of single mothers 43.5% of cases were under 40 years of age.**

As for the disabled, according to the State Database of People with Disabilities in Spain in 2013 there were 3,452,820 people rated with a degree of disability. However, **the legal status of disabled person is granted to those recognized to have a degree of disability of 33 percent or over, a situation pertaining to a total of 2,564,893 people.** 17.5% of cases had a degree of over 75%, thus requiring the assistance of a person to perform their basic functions. The degree of disability with the largest number of people is the band ranging from 33 to 64%, with 57.5% of the total. According to sex, differences are observed especially in the highest degree, which accounts for 19.2% of women with disabilities and 15.8% of men. According to age group, there are 108,570 children with disabilities. Most people with disabilities are concentrated in the 35-64 year age group, with a total of 1.16 million.

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<sup>9</sup> Economic and Social Council. Report of the Secretary General. *Preparation and celebration of the twentieth anniversary of the International Year of the Family 2014*. United Nations. General Assembly. November 11, 2011.

## D. Quality of life indicators.

Although aware of the limitations of the use of this indicator as a variable to demonstrate quality of life, **the income level of households offers relevant information, showing a decrease of just over € 3,200/year in recent years, from € 30,045/year in 2008 to € 26,775/year in 2013.** However, we must bear in mind that this loss of income **stems from the major loss of employment** that began in the previous legislature, and which **since the beginning of 2014, has reversed its trend. Unemployment also shows a downward trend since then.** However, we must also bear in mind that the average annual earnings per worker, for the same period, according to data from the Annual Wage Structure Survey, has undergone a slight increase, standing at € 22,899.35/year in 2011 and declining slightly in 2012. However, according to the Annual Labour Cost Survey, the average annual salary rose again in 2013.

As in the case of income, **average expenditure per household has shown a continuous decline since 2008. The intensity of this decline is greater than that of income, standing at 27,098 Euros in 2013, i.e. 4,613 Euros less than in 2008.**

But although there are many and varied reasons for this decline -including unemployment, and thus loss of income-, distrust in the behaviour of the economy is an important explanatory variable. Many households, with stable jobs and income, have contracted their budgets and slowed their consumption *preventively*. This situation appears to be starting to change since the latest economic indicator data - *Consumer Confidence Indicator*<sup>10</sup> and *Expectations Indicator* (December 2014) – show that, compared to December 2013, confidence about the country's current economic situation is today 19 percent higher while economic expectations are 11.5 points higher than those shown a year ago; the options offered by the labour market are rated 37.77 points above the level of a year ago; and the position of households has improved 11.5 points since then. All this will have a very positive impact on household consumption.

According to the age of the main breadwinner, **the only group of households that have increased their average expenditure since the beginning of the economic crisis are those corresponding to persons aged over 65 years.** Moreover, it is mainly the parents and grandparents who are helping the younger people who have lost their jobs or their main source of income.

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<sup>10</sup> Centre for Sociological Research (CIS). Results Preview. CIS Barometer Indicators (December 2014)

The behaviour of household spending also varies depending on the type of household. Naturally, the data again show that the households consisting of a single person aged 65 years or over are the only ones to have increased their spending since 2008 and they do so by over 9%. The remaining households have reduced their expenditure, in a particularly significant way in the case of those consisting of two adults with three or more children, which have undergone a 19% reduction.

The *Living Conditions Survey* identifies households that cannot afford a number of expenses according to their place of residence. These expenses demonstrate some deficiencies and show –on average terms- that in 2013 45.8% of households cannot afford to go on holiday at least one week a year.

But 41.0% of households also have difficulties in facing certain contingencies.

And finally, the Survey shows that 9.3% of households have arrears in the payment of expenses related to their main home. In 2013 this figure also rises to 9.2%, i.e. almost one point higher than in 2012. In addition, 15.3% of households have a shortage of at least three items from a list of seven, which in the Survey are considered basic necessities.

But if we take another indicator to show the economic difficulties faced by Spanish families, we observe how the effects of the crisis are felt in household budgets. **In data from the Survey of Living Conditions (2013), 65% of households report having difficulty making ends meet, with a particularly high percentage of single-parent households, i.e. almost 28%.**

If we consider other indicators of quality of life, it is necessary to refer, among others, to housing. In 1975, 63.8% of Spanish households already owned their main residence or were in the process of doing so. Currently, according to the latest available data from 2013, the figure is now 77.7%. But the percentage of those who are accessing their property primarily through mortgage loans is about 30% of all households, compared to 8.1% in 1975. By contrast, rented housing, in which 28.8% of families lived in 1975, has decreased to 12.0%.

If we analyse tenure by type of household nationwide we observe that single-parent families and single-person households show a higher use of the option of free transfer of housing than other family types, as well as greater use of the rental option. We also observe that in other types of households where there are dependent children, the home ownership option accounts for a higher percentage, 76.9% in families of two adults with one or more dependent children.

As for poverty, **the highest rate is observed in single-parent households, one adult with one or more dependent children, showing a significant difference from other types of households: in 2013 it stood at 47.6%. After these, the highest rates are in households with dependent children (38.5%). Households consisting of two adults without dependent children have the lowest relative poverty rate: 22.6%.**

We can also mention other indicators linked to educational, social and health aspects that are significant to the quality of life of families in Spain.

Thus, according to Eurostat, the school dropout rate in Spain reached its peak in 1992, standing at 44.6% (young people aged 18-24 whose highest level of education is less than high school or vocational training or the equivalent and who have not received any training in the past four weeks). In 2008 the rate was 31.7% gradually decreasing since then and reaching its lowest level in 2014 at 21.9%, 18.1 % among women and 25.6% among men of that age range.

The level of citizen satisfaction with the public health system has also improved, standing at 6.41 out of 10 in 2013, compared with a rating of 6.35 in 2009 and 6.23 in 2006. This satisfaction is particularly high in relation to primary care services; specifically, in relation to the family doctor, 87.1% of citizens consider that the care received is good or very good.

Moreover, there has been a notable decrease in the infant mortality rate in Spain, which stands at 2.7 per 1,000 live births in 2013, representing a decrease of almost 44% in the last decade and a half.

Although there are many more indicators of quality of life not included in this summary diagnosis, a brief reference must be made to women abused by their partners or former partners. Gender violence is increasingly visible thanks to the improvement in the quantity, clarity and regularity of the statistics that measure it, which show the high number of women who suffer such violence. The CFSP includes support measures aimed at women and children who are victims of abuse, and proposes the implementation of others to prevent this social scourge, which complement the policies being promoted in Spain and which have significant international recognition. Thus, the survey of violence against women conducted by the Fundamental Rights Agency of the European Union (FRA), whose results were published in March 2014, highlighted **Spain as the EU country with the highest memory of awareness campaigns on gender violence and knowledge of services for victims, as well as awareness of gender violence**; awareness which, according to the survey on the Social Perception of Gender Violence published by the Government Delegation for Gender Violence, makes 92% of people consider gender violence unacceptable. Meanwhile, physical and sexual abuse are rejected by virtually the entire population (98%).

The 2015 macro survey on violence against women, conducted by the CIS and commissioned by the Government Delegation for Gender Violence, whose results were recently presented, shows significant data, including the fact that 67% of women victims of partner violence ended the relationship because of it; the percentage of women escaping from gender violence has increased compared to 2011 (78% versus 71%); 81% of women who have experienced physical and/or sexual violence and/or fear of their partners or former partners have told someone in their environment about their situation, the most common reaction being to advise them to end the relationship, especially in the case of members of the victim's family

of origin (81%), whereas in the case of relatives of the partner or ex-partner the rate drops to 44% and the option of giving them a new opportunity rises to 19%.

Also revealing about the extent of violence beyond the woman victim herself is the fact that 63.6% of those with minor children at the time of the violent episodes claim that their children witnessed or heard them, and 64.12% claim that the children were also victims of violence.

The most extreme form of gender violence is that ending with the death of the woman. From 2003 to December 31, 2014, 765 women were murdered by their partners or former partners. In 2014, 53 women died from gender violence, leaving 41 children orphaned. Moreover, in 2014, 4 minors, children of victims, were killed by the partners or former partners of their mothers, who in all cases were their fathers.

## **E. Labour market.**

The number of households in which the reference person was unemployed in 2013 stood at 2.4 million, these having increased by more than 400% since 2006. In only 47% of households was the reference person employed in 2013, nearly 40% inactive and 13% unemployed. However, **data from the last quarters of the EPA (Labour Force Survey) show a change in trend, with increased employment.** Thus, data from the 1st Quarter of 2015 show a drop of around 9.5% in the number of households with the reference person unemployed compared to the same quarter of 2014. Similarly, the unemployment incidence rate in family homes with at least one active person has also declined over the same period, these data being consistent with the changes in the unemployment rate in the 1<sup>st</sup> quarter of 2015, which stands at 2.15 percentage points below that of the same quarter of the previous year, showing the consolidation of a turnaround that began in the 2nd quarter of 2013.

This turnaround in employment behaviour has very positive effects on households: **data from the last EPA, also for the 1st Quarter of 2015, show an increase in the number of family homes with income earners. Thus, in this 1st Quarter of 2015 there were 8.75 million households with one earner, 7.27 with 2 earners and 1.28 with 3, while, on the other hand, there are 185,400 fewer households in which all active members are unemployed than those that were in this situation in the same quarter of 2014, and 431,800 more households with all active members employed than a year ago.**

### 3. GENERAL OBJECTIVES AND PRINCIPLES OF THE PLAN

The response of the CFSP to the situation described can be summed up in the ten general objectives set out below.

**1. Developing the guiding principles that should govern proceedings in family matters.**

Proceedings in family matters shall be carried out in a coordinated manner through common guiding principles:

- a. Consider the *family dimension across the board* in all public proceedings<sup>11</sup> and ensure consistency and coordination with other Plans being promoted which affect the family, improving collaboration and coordination with regional and local authorities to implement this family dimension in public policies in different areas of competence.
- b. Create *mechanisms for the reconciliation and shared responsibility of work and family life*, promoting and effectively enabling shared paternity/maternity, which adapt to existing economic and social conditions and meet the expectations and needs of parents and the emotional, psychological and physical development of children<sup>12</sup>.
- c. Guarantee the principle of *equal opportunities and the priority of families with special needs*.
- d. Always keep in mind *the best interests of the child* recognizing the importance of supporting families as their primary caregivers<sup>13</sup>.
- e. Apply the *principle of subsidiarity* since public authorities should not replace families in making decisions that affect them, but support them in fulfilling their responsibilities.
- f. Enable *financial sustainability, efficient use of resources and endurance of actions* beyond political alternation as a family project is not static, but is built in the long term, so an adaptable and enduring family policy is an element of sustainable development.

<sup>11</sup> See pt. 1.8 and 8.10 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

<sup>12</sup> See pt. 7.1 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

<sup>13</sup> See Objective 3 of the 2nd Strategic and National Plan for Children and Adolescents 2013-2016 (II PENIA), approved by Council of Ministers Agreement of April 5, 2013.

When family policies have continuity over time and truly meet the expectations of families, they have a positive impact on the full development of children and parents, the harmony of social life and the recovery of birth rates<sup>14</sup>.

- g. Move *progressively into line* with the support measures received by families with children in the countries of the European Union.
- h. Advance, in line with the European Strategy 2020, to the effect that the *employment rate target for women and men can only be met if combined with a family policy* that enables men and women to bear and raise the number of children they want while working, which is currently not the case in most of the EU Member States<sup>15</sup>.
- i. *Promote administrative and social participation* in the preparation and monitoring of the Plan<sup>16</sup>.

## 2. Progressing in the social, legal and economic protection of families<sup>17</sup>.

Both the 1978 Constitution and the main international treaties consider that the public authorities must protect the family especially in the social, legal and economic fields. Spain has an advanced system of universal protection in health, education, pensions, social services and dependence, which contributes decisively to ensuring quality of life for families. The CFSP is seen as a step forward in that direction.

Respect for human dignity is a fundamental value of the EU, one of whose objectives is to promote the welfare of its citizens. The EU and its Member States must protect the rights of the child, combat social exclusion and discrimination and promote justice and social protection<sup>18</sup>. This requires special support to families with children, especially if they are at risk of social exclusion and poverty or in situations of special need -disability, no parents, etc.

<sup>14</sup> See pts. 7.1 and 7.3 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

<sup>15</sup> See pt. 8.3 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

<sup>16</sup> See pt. 1.7 and 8.9 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

<sup>17</sup> The *Agreement establishing the Inter-Ministerial Technical Committee for the development of the Comprehensive Family Support Plan* considers that this protection should be ensured especially "and specifically, in the field of reconciling work, family and personal life, employment, housing, health, education, taxation, benefits and social services".

<sup>18</sup> Point 1 of the Council of the European Union. *Recommendations of the Commission of 20.2.2013. Invest in children: break the cycle of disadvantage*. 116. SOC 126 ECOFIN Brussels 21 February 2013. -



The economic crisis has had a significant impact on the lives of families, so a response is required by the authorities to be articulated through different coordinated actions included in the CFSP<sup>19</sup>. The aim is to reduce poverty, primarily in households with children in situations of special need, and prevent further increase in the number of individuals and families in a situation of poverty and social exclusion<sup>20</sup>. Actions aimed at the maintenance and stability of family incomes<sup>21</sup> and which help reduce family expenses resulting from special situations such as chronic diseases, persons with disabilities, dependents, etc. are therefore urgent. In addition, the current economic situation has particularly harmful effects on families with dependent children, which leads to the need to provide greater assistance, especially during the coming years.

### **3. Addressing the socio-demographic challenges related to ageing and low birth rates. Supporting motherhood.**

Western societies and specifically Spanish society are facing increasing aging of the population resulting from the combined effect of low birth rates and increased life expectancy. This implies significant challenges in many areas (health, social, economic, etc.) and a need to adapt the operation of social protection systems and social structure itself to the situation.

To this end, policies promoting the emancipation of young people by providing them with a social, working and economic environment that is suitable for them to form a new family are essential.

Moreover, it is necessary to remove any obstacles preventing parents from having as many children as they want whenever they want, with the support of the government and involvement of the business community.

It is also necessary to encourage intrafamily relations based on more equitable and shared participation in the performance of duties.

In this regard, the value of motherhood should be recognized by adopting measures to support it, especially in relation to women in the most vulnerable situations (minors, those with disabilities, those in situations of socio-economic hardship or social exclusion, etc.).

<sup>19</sup> Point 3.1 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

<sup>20</sup> Point 8 of the Commission Recommendation of 20 February 2013. *Invest in children to break the vicious circle of inequality*. (2013/112/EU). Official Journal of the European Union L 59/5. 2/3/2013.

<sup>21</sup> See point 6.1 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

And likewise, revaluing fatherhood from the point of view of shared responsibility.

Finally, it is important to support the family with services and benefits so that all its members, and especially those in special situations (unemployment and/or dependents, minors, disabled or severely ill people, the elderly, etc.), can progress by making the best use of their skills and be included in society as value-contributing members.

#### **4. Ensuring sustainability and social cohesion by supporting families<sup>22</sup>.**

To ensure social cohesion it is necessary to support the capacity of families to face their challenges and difficulties, helping them to maintain a decent quality of life, and provide them access to basic goods and services. The intervention of public authorities to support them is fully justified, families being the foundation of the whole social structure<sup>23</sup>. In the current economic situation, families have played an important role as a social buffer.

Moreover, getting families who have and can acquire sufficient skills and capabilities to function in a difficult environment requires, in turn, the assessment and promotion of the skills and competencies of parents for the proper performance of their duties.

#### **5. Encouraging inter-generational and intra-family solidarity.**

Preventing the transmission of disadvantages between generations is a crucial investment for the future as well as a direct contribution to the Europe 2020 Strategy for smart, sustainable and inclusive growth and has long-term benefits for children, the economy and society as a whole<sup>24</sup>.

Therefore, it is essential to recover the importance of the extended family and recognize the crucial role played by grandparents, preventing them from being forced into the care and education of their grandchildren with no alternative.

<sup>22</sup> Likewise, the *Agreement establishing the Inter-Ministerial Technical Committee for the development of the Comprehensive Family Support Plan* states that this objective will be achieved by supporting families in situations of special need or difficulty, such as large families, single-parent families, families at risk of social exclusion, with dependents (elderly, chronically ill or disabled) or suffering from domestic violence”.

<sup>23</sup> See point 6.3 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

<sup>24</sup> See point 1 of the Council of the European Union. *Recommendations of the Commission of 20.2.2013. Invest in children: break the cycle of disadvantage*. SOC 116. Ecofin 126. Brussels 21 February 2013.

It is also important to recognize the contribution of families, especially those with more children, as an element of social cohesion and development of intergenerational solidarity.

It is necessary to facilitate the subsidiary and joint function of families as an income-redistributing and stabilizing institution –in economic terms of consumption.

Both the government and the families themselves and society as a whole should facilitate the emancipation of young people by promoting their personal and professional autonomy.

## **6. Helping to build a society that cares for families.**

In keeping with the importance of the family in social organization it is necessary to develop a society which shows solidarity with the family, to which end it is necessary to promote greater social awareness of the rights of families by mobilizing all parties involved<sup>25</sup>.

In contemporary society particular importance is given to personal and professional success, but it is necessary to rate more positively, especially in the media and in the education system, other forms of personal fulfillment related to others and to the common good, such as family life, voluntary work and culture.

Also a society more focused on the family and its needs has to progress, as a major future challenge, in the rationalization of timetables, including work, school and television, in further education in the use of time and a better balance between family, work and personal life, as tools to enable parents to spend more time with their children and citizens in general to have enough time to develop all their vital dimensions and meet their responsibilities at every moment of the lifecycle of families.

Specifically, actions must also be promoted to ensure the implementation of the principle of non-discrimination, accessibility and universal design and equal opportunities for people with disabilities in all actions included in this Comprehensive Family Support Plan.

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<sup>25</sup> See specific objective 1.3 of the 2nd Strategic and National Plan for Children and Adolescents 2013-2016 (II PENIA), approved by Council of Ministers Agreement of April 5, 2013.

## **7. Provide preferential support to families in special situations**

It is necessary to give priority care to families with special needs due to their structure and composition, regardless of the conjuncture. We are referring particularly to large families, single-parent families and families with disabled people<sup>26</sup> and people with serious illnesses, elderly people and those requiring special attention, as is the case of LGBT families, immigrant families, reconstituted families, adoptive and foster families, among others.

It would also seem necessary to give special attention and priority to families in conflict or at risk of conflict in order to help prevent family breakdown by improving coexistence through family counselling and/or mitigate the effects where such conflicts occur through family mediation or other resources, trying to find the best solution for the welfare of the family and children.

Moreover, it is essential to address situations of gender and domestic violence through social, legal, educational and other resources in order, on the one hand, to protect the victims and, on the other, to make advances in the awareness and elimination of this type of behaviour, which also requires working to eradicate child abuse and abuse of the elderly, dependent persons and adolescents in situations of family conflict<sup>27</sup>, among others.

## **8. Eradicating inequalities that are rooted in the family situation.**

Actions to promote equality between men and women, the pursuit of equal opportunities for all members of the family unit, combating discrimination against children and their families for various reasons –sex, race, religion, disability, family status, sexual orientation, gender identity<sup>28</sup>, etc. - should be at the centre of all family support policies<sup>29</sup>.

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<sup>26</sup> The Agreement establishing the Inter-Ministerial Technical Committee for the development of the Comprehensive Family Support Plan.

<sup>27</sup> In line with Objective 5 of the 2nd Strategic and National Plan for Children and Adolescents 2013-2016 (II PENIA), approved by Council of Ministers Agreement of April 5, 2013.

<sup>28</sup> Official statement of the Council of Ministers of 16 May 2014 on the occasion of the International Day against Homophobia and Transphobia.

<sup>29</sup> Point 7 of the Recommendation of 20 February 2013. *Invest in children: break the cycle of disadvantage* (2013/112/UE).

To meet the requirement of sex equality in all fields it is necessary to work especially in the labour, social and family areas.

To eradicate inequalities arising from the family situation it is necessary to consider those caused by material deprivation and impoverished access to goods and services, as well as circumstances such as the diverse ethnic, cultural, linguistic or national origin of families, rurality, or the number of children, among others.

These inequalities have an impact on the functioning of the labour market and on the behaviour of the labour market towards women, especially when they have children or dependent persons (elderly, disabled, etc.) to look after; such inequality being accentuated when their children have a disability. Therefore it is essential to achieve real work and family reconciliation, which requires family and social shared responsibility based on the collaboration of all parties: family, public sector, social partners, private companies and society.

The emotional welfare, health and education of children is an essential element in family policies, as is the fact of creating the conditions for parents to have as many children as they want and reconcile their family responsibilities with their social and professional life<sup>30</sup>.

**9. Reaching a better understanding of the family as a key institution for social cohesion.**

Only by knowing the situation and the needs to be addressed is it possible to help meet their requirements. Therefore it should be a goal to continue advancing in the awareness of the situation of families in Spain<sup>31</sup> by conducting studies, exchanging information and best practices among authorities and organizations working with families, and creating new statistical, monitoring and analysis instruments. Observing their behavior and roles helps build a more humane and just society.

Therefore, it is essential to enhance cooperation between the public and private institutions that carry out family-related programmes and to promote communication actions to promote a positive image of the family commensurate with the importance that citizens attach to it.

<sup>30</sup> See point 4.2 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

<sup>31</sup> See specific objective 1.1 and measure 1.1.1. of the Strategic and National Plan for Children and Adolescents 2013-2016 (II PENIA), approved by Council of Ministers Agreement of April 5, 2013.

**10. Evaluation of results and impact of family support policies.**

Not only is it necessary to implement actions and measures to support the family, but it is also essential to evaluate the effectiveness and efficiency of such measures<sup>32</sup>. Since the main objective of the Plan is to improve the living conditions of potential beneficiaries compared to the current situation, optimal management is necessary in order for the measures implemented (transfers, services, etc.) to reach their recipients correctly and fulfil their purpose, which requires their assessment in terms of results and impact.

Therefore, for the measures included in the CFSP and their outcome to be effective and efficient it is necessary for the provision of services and support mechanisms to meet the expectations of families and parents or future parents. Therefore, it is essential to avoid ideological approaches and to propose mechanisms that really give people the opportunity to choose to form a family and have as many children as they want<sup>33</sup>. Knowing these results requires the ongoing assessment of each and every one of the actions included in the Plan, as well as the inclusion of the "family perspective" into all actions, policies and programmes.

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<sup>32</sup> Point 14 of the *European Union Council. Council Recommendation on the 2013 National Reform Programme for Spain under which the Council issues an opinion on the 2012-2016 Stability Programme for Spain COM (2013) 359 final Brussels 29.5.2013*

<sup>33</sup> See point 1.1 and 6.3 of the opinion of the European Economic and Social Committee. *The role of family policy in demographic change: sharing best practices among Member States*. May 4, 2011. Official Journal of the European Union of 23 July 2011.

#### **4. STRATEGIC LINES. SPECIFIC OBJECTIVES AND MEASURES.**

To achieve these objectives there are 228 measures divided into 7 strategic lines:

- Line 1            Social and economic protection of families.
- Line 2            Reconciliation and shared responsibility.
- Line 3            Support for motherhood and positive environment for family life.
- Line 4            Positive Parenting.
- Line 5            Support for families with special needs.
- Line 6            Family policies: coordination, cooperation and mainstreaming.
- Line 7            Evaluation by results.

Set out below are the specific objectives for each strategic line and the measures to be implemented during the years of the Plan for the fulfilment thereof. Each is preceded by a brief summary of the main actions included in it.

<b>STRATEGIC LINE 1. SOCIAL AND ECONOMIC PROTECTION OF FAMILIES</b>
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Spain has an advanced system of universal health care, education, pensions and dependency, which is a guarantee of quality of life for families, and it is necessary to continue improving and adapting it to the changing circumstances and needs of society and the economy.

In many families, the economic crisis has resulted in the loss of employment of the main breadwinner. In the first few months of 2014 the situation has begun to change as a result of the reforms carried out since the beginning of the current legislature, aimed at achieving a balanced budget –*Act 2/2012, of April 27, on Budget Stability and Financial Sustainability*- and job creation, with major labour market reforms –*Act 3/2012, of 6 July, on urgent measures to reform the labour market and Royal Decree-Law 4/2013, of 22 February, on measures to support entrepreneurship and stimulate growth and job creation*, among others. Thus, the data from the last quarters of the Labour Force Survey show a turnaround in the behaviour of the labour market. In this climate of recovery that has started, Spanish families need special economic and social support. This need is corroborated by one of the most relevant findings of the 2014 CIS Survey: family solidarity is a cornerstone of social welfare.

Regarding the effects of the economic crisis on the family, the Spaniards say, in the same survey, that it has affected above all the economic situation of its members, both due to the loss of purchasing power (63%) and the working conditions (39%), which tends to cause increased conflict between its components (27%).

Therefore, the set of measures included in this first strategic line responds to the threefold purpose of active inclusion: employment, income and services. The various measures adopted promote, as a priority, the job integration of people with family responsibilities, since employment should be their main source of income, and in parallel, improvement of the economic and social situation of families through benefits, services, tax deductions, etc., improving their situation, especially in the case of households in poverty. According to the CIS Survey, the third thing Spaniards demand from social policies, after aid to care for people in situations of dependency and job flexibility, regards improving family social security benefits per dependent child (34%).

Therefore, on the one hand, there are measures specifically aimed at providing direct financial support to families, including those aimed at job reintegration and economic protection of the unemployed, which attempt to give continuity to actions already underway such as the *Youth Entrepreneurship and Employment Strategy 2013-2016*, or the recently approved *Youth Guarantee Plan* aimed particularly at young people under 25. It also includes new actions that will help improve the results of previous ones. Moreover, work has already begun on measures that help to improve the welfare of young people in the framework of the *Youth Strategy 2020 and Action Plan 2014-2016*. As an important new development,



the unemployed with family responsibilities have become a priority group in active employment policies, and there is a commitment to continue with the *Professional Retraining Programme* (PREPARE), which makes it possible to work in a personalized way with each unemployed person offering them, besides mechanisms for finding employment, direct economic benefit.

This first block also includes important income tax measures, implemented following the adoption of the recent reform through Act 26/2014, of November 27, and Royal Decree-Law 1/2015, of February 27, on the second chance mechanism, reduction of financial burden and other measures of a social nature, one of whose objectives is to improve the tax treatment of the family, by the creation, for example, of new deductions for households with children or parents with disabilities and large families and single-parent families with two children, which constitute actual negative taxes to be received in the form of monthly advance payments; and other measures such as updating the family minimums of this tax –descendants, parents, etc.

This line also includes other measures specifically targeted at the most vulnerable families in economic terms, attempting to continue and complete with new actions the *National Action Plan for Social Inclusion 2013-2016*, which includes a crosscutting objective aimed at fighting child poverty. Thus, this line includes measures to address situations of severe material deprivation of households, for example by delivering food, under the Fund for European Aid to the most Deprived or financial support to organizations that serve families in severe poverty, among others.

There are also measures aimed at particularly important areas for families and which in some cases are a continuation of actions already underway, as in the case of housing, which, inter alia, includes measures that allow the development of the *State Housing Plan 2013-2016* and involve the maintenance and consolidation of the loan subsidization programme to help families who cannot cope with mortgage loans; and others that implement actions to enable the development and consolidation of *Act 1/2013, of May 14, on measures to strengthen the protection of mortgage borrowers, debt restructuring and social rent*.

There are also special measures such as grants, school lunches, and those aimed at special groups, such as Roma families, thus continuing, in this case, the *National Strategy for the Social Inclusion of the Roma People in Spain 2012-2020*, among others.

### **Specific objectives**

- a) To facilitate access to employment for people with family responsibilities, considering them as a priority group in activation policies for employment and unemployment protection.
- b) To incorporate the family perspective in the debate on the reform of the economic benefits of the social protection system, especially in the field of

social security, as well as in tax reform and in the workplace, acting preferentially on behalf of the most vulnerable families in terms of poverty and those with disabled members.

- c) To improve tax deductions for families with children, especially when they have a disability or in the case of large families or single-parent families
- d) To provide, in general, social and economic support for families, giving priority to those in situations of poverty, material deprivation or greater vulnerability
- e) To prevent and, where appropriate, alleviate child poverty, giving priority to needy families with dependent children, disabled people or elderly people
- f) To strengthen the public Social Services system, especially as regards the Concerted Plan for Basic Social Benefits of Social Services and care to families in difficulty
- g) To provide support for access to decent housing suited to the needs of each family, promote the eradication of substandard housing situations and protect mortgage borrowers with family responsibilities
- h) To help families with fewer resources to meet costs associated with education and certain services such as telephone, transport, etc.
- i) To protect certain family groups from increases in the costs of certain services they are unable to afford

### **Ministries involved**

Ministry of Employment and Social Security

Ministry of Finance and Public Administration

Ministry of Health, Social Services and Equality

Ministry of Development

Ministry of Economy and Competitiveness

Ministry of Education, Culture and Sports

Ministry of Industry, Energy and Tourism

Ministry of Agriculture, Food and Environment

**Employment support measures, social benefits, tax benefits and direct financial support to families**

1. Consider persons with family responsibilities as a priority group in activation policies for employment.
2. Continue with the implementation of the "Professional Retraining Program" (PREPARE) in accordance with the current law and until the unemployment rate, according to the Labour Force Survey (LFS), is less than 20 percent, which includes the measures for individualized and personalized treatment of the unemployed person to find them employment and the provision of increased protection for people with family responsibilities.
3. Give increased support to Integration Enterprises as an effective and efficient instrument for the inclusion and employability of people with family responsibilities in a situation of social exclusion.
4. Include in the agreements of the Public Employment Services with authorized placement agencies the activities to be conducted with the more vulnerable people with family responsibilities due to their difficulties in finding work.
5. Propose, within the Toledo Pact Commission, the preparation of a study on family benefits in general and which also addresses the rearrangement of those Social Security benefits that directly affect the treatment of the family; specifically: the maternity and paternity benefits, death and survival benefits and family allowances of the system.
6. Consider the improvement of the Social Security benefit per child or foster child.
7. Increase the amount of minimum exempt for children applicable for the purposes of Individual Income Tax to taxpayers with children who are dependents under the age of 25 or disabled regardless of their age and do not exceed a certain annual income limit.
8. Increase the amount of minimum exempt for parents applicable for the purposes of Individual Income Tax to taxpayers living with parents aged over 65 or disabled regardless of their age and who do not exceed a certain annual income limit. In the case of parents aged over 75, the amount additional to the minimum for parents will also increase.
9. Increase the amount of minimum exempt for disability of children or parents applicable for the purposes of Individual Income Tax to taxpayers with parents or children whatever their age. This minimum will be further increased in the event of certifying a degree of disability equal to or greater than 65 percent or if the person concerned requires assistance from third parties or has reduced mobility.

10. Increase the amount of minimum exempt for children and parents in Individual Income Tax in the event of death before the end of the fiscal year.
11. Improve the tax benefit in income tax applicable to taxpayers with children who pay annual food allowances for their children by court decision and are not entitled to the application of the minimum for children.
12. Establish new income tax deductions of the following amounts for taxpayers who are self-employed or work for an employer and are registered in the relevant Social Security or mutual fund scheme:
  - a) For each child with disabilities entitled to the application of the minimum for children, up to 1,200 Euro per year.
  - b) For each parent with disabilities entitled to the application of the minimum for parents, up to 1,200 per year.
  - c) For being part of a large family under Act 40/2003, of 18 November, on the Protection of Large Families, up to 1,200 Euro per year, or 2,400 Euro per year in the case of special category large family.
  - d) For being a legally separated or unmarried parent with two children not entitled to receive annual food allowances and for whom you are entitled to the full minimum per child, up to 1,200 Euro per year

Taxpayers who receive welfare benefits from the unemployment protection system, Social Security pensions, State pensions or mutual funds may also reduce the differential amount of tax in the indicated deductions.

The State Tax Agency may be requested to pay deductions in advance. In these cases, the differential amount of the tax will not be reduced.

13. Increase the further reduction in income tax established for contributions made by a spouse to the pension systems in which the other spouse is a participant, mutual insurance policyholder or holder.
14. Evaluate together with the Autonomous Regions and social partners the current model of minimum insertion income or basic income, to ensure coverage for all people who are in a situation deserving protection, in particular people living in homes without earnings.

**Measures relating to the provision of services, housing, education and others to facilitate the inclusion of families**

15. Give financial assistance for the social and economic support of families in severe poverty with dependent children through the public social services system, to reinforce the benefits and services of the autonomous regions and local corporations.

16. Support the third sector in the implementation of urgent social and employment programmes for families in especially difficult circumstances.
17. Address situations of severe material deprivation of families by providing food, also including measures for the social inclusion of the beneficiaries, under the Fund for European Aid to the Most Deprived (FEAD).
18. Maintain the programme of basic social service benefits of local corporations or concerted Plan for intervention with families in difficulty.
19. Develop comprehensive social intervention projects with Roma families in situations of poverty under the Programme for the assistance, prevention of marginalization and integration of the Roma people or Roma Development Plan.
20. Develop the State Plan for the promotion of rental housing, building renovation and urban regeneration and renewal 2013-2016 in coordination and collaboration with the Central Government, autonomous regions and cities of Ceuta and Melilla and local authorities, paying particular attention to the housing needs of large families, women victims of violence, families with disabled people, victims of terrorism and families affected by evictions and subject to flexible foreclosure measures.
21. Facilitate the access of vulnerable families to housing aid by establishing the right to make a responsible statement about their income instead of the tax return, where this is not possible.
22. Promote programmes for social mediation and support, information and advice on access to housing and others that provide for mediation with the private sector for providing access to rental housing to families in situations of social exclusion, in collaboration with the Third Sector of Social Action.
23. Maintain and consolidate the programme of subsidization of loans regulated in state housing schemes, with the aim of helping mortgage borrowers for the purchase of social housing meet the obligations of their mortgages.
24. Provide financial assistance of up to 40% of the annual rent, with a maximum of €2,400 per year per home, to access and stay in a rented house for sectors of the population with low income and large families, to be awarded on the basis of household income, with variable maximum income thresholds according to their size and composition.
25. Continue monitoring and expanding the Social Fund for Housing owned by credit institutions, intended to offer coverage to people who have been evicted from their residence for non-payment of a mortgage, have insufficient income and are in a particularly vulnerable situation: large families, families with children under three years of age, single-parent families with at least two

dependent children, families where one or more member has a disability of over 33%, unemployed people who have used up their unemployment benefits, etc.

26. Support families who have difficulties in paying the mortgage debt and are in a particularly vulnerable situation – large families, families with children under three years of age, single-parent families with at least two dependent children, families where one or more member has a disability of over 33%, unemployed people who have used up their unemployment benefits, victims of domestic violence or debtors over 60 years of age- through, among other measures, the implementation of the Code of Good Practice for the viable restructuring of mortgage debts on the primary residence or extending until 2017 the period of suspension of releases on primary residences of people who are in situations of particular vulnerability.
27. Ensure that social housing can serve to improve the supply of social rental to families at risk or in situations of particular vulnerability.
28. Facilitate the financing of interventions in housing as part of an integrated approach in favour of vulnerable communities in order to eradicate the phenomenon of substandard housing, in the operational programmes financed by the European Regional Development Fund (ERDF).
29. Continue with the programme for the subsidization of textbooks in compulsory education in the territorial jurisdiction of the Ministry of Education, Culture and Sports, in order to ensure access to education for families with lower income, greater family responsibilities or in a worse economic situation.
30. Contribute to school lunch subsidies for students in need and offer breakfast service and early opening of centres in Ceuta and Melilla.
31. Contribute, from the government, to reducing the costs of child education such as uniforms, teaching materials, textbooks and school lunch for families with special needs of an economic nature and, especially, people receiving minimum integration income.
32. Develop the agreement of the Ministry of Education, Culture and Sports with the cities of Ceuta and Melilla for programmes focusing on actions of educational compensation and training of disadvantaged young people and adults and promoting specific activities for disadvantaged students, young people and adults at risk of exclusion, outside the scope of ordinary schooling.
33. Convene and develop the general system of scholarships and study grants from the Ministry of Education, Culture and Sports, with special attention to families in difficult social situations and for students with specific educational needs.
34. Maintain and consolidate the pricing scheme called Social Payment aimed at retirees and pensioners whose family income is less than 120% of the IPREM

(Basic Income Index) consisting of a 70% reduction in the landline telephone installation fee and a 95% reduction in the monthly fee.

35. Maintain and consolidate the social bond (BS) as a mechanism which came into effect from the start of the last resort tariff that protects certain consumers who meet the social characteristics of consumption and purchasing power to be determined in the event of increases in electricity rates that they are unable to afford. This measure, whose application requirements are pending update in accordance with the provisions of Article 45 of Act 24/2003, of December 26, on the Electricity Sector, is aimed particularly at: large families; households in which all members are unemployed; pensioners with minimum benefits; and domestic customers with residences with less than 3 KW contracted power.

**STRATEGIC LINE 2. RECONCILIATION AND SHARED RESPONSIBILITY**

Men and women still find it difficult to reconcile work and family life, so it is still necessary to continue working to help them achieve this goal.

During this legislature significant efforts have been made in terms of equality through, among other things, the promotion of *Equality Plans in Companies*. But especially important is the *Strategic Plan for Equal Opportunities 2014*, which promotes transversal actions and refers explicitly to the *Comprehensive Family Support Plan* for the development of measures to help reconciliation and shared responsibility. This is the purpose of this Strategic Line 2, which includes measures of a highly varied nature to try to help families achieve a balance between the time devoted to paid work and to the family. These measures are intended to provide tools that allow parents to have as many children as they want without either the father or the mother having to give up paid employment.

According to the CIS Survey, although the ideal number of children for a family is two, both in 2004 and in 2014 (58% and 52%), the data show that only 32% of Spaniards achieve this. 91% say they do not have children for economic reasons, while only 28% blame it on the lack of sufficient public aid. The Spaniards claim that having children affects them professionally, 8% of men consider it a hindrance to their careers, compared with 50% of women, who believe that having children has a negative impact on their career.

Meanwhile, the second demand of the population for social policies is flexible working hours for workers with family responsibilities (48%). As for the use of time off, it is striking how little advantage is taken thereof: only 5.3% of parents used the reduced hours and 2.7% the leave.

As for the care of minor children, according to the CIS survey, 82% of women say they are the ones who took care of their children aged under three years, and 77% of men corroborate this.

According to the same survey, although the major burden of household duties continues to be borne primarily by women, there is greater equality in tasks traditionally performed exclusively by women. In the case of younger age groups, there is a greater trend towards equality, but there are still major differences between men and women. Many of the issues of reconciliation and family life are becoming increasingly explicitly dealt with in the couple.

The declining birth rate involves many variables of a very different nature, but when citizens are asked why they have not had more children, there is one outstanding reason: the difficulty of reconciling family and work. Therefore the Government has already approved or is working on projects that will help improve this aspect: the *Special Plan for Equality of Women and Men in the Workplace and Against Wage Discrimination (2014-2016)*; the *Plan of Action for Equality of Women*



and *Men in the Information Society*; and the *Programme for the Advancement of Women in Rural Areas*, among others.

Similarly, progress on shared responsibility between men and women in the family is a demand arising from the still unequal distribution of household chores or childcare. The lack of shared responsibility is precisely one of the most important factors in maintaining significant inequalities in the labour, political and social fields.

The measures included in this Line are articulated in three areas of action: those related to the labour market and the workplace; the improvement of care services; and awareness.

Among these, of particular importance are the improvements introduced in the benefits for the care of children affected by cancer or other serious illnesses; the implementation of a *Central Government Equality Plan*; the promotion of greater flexibility in working hours to meet specific needs for reconciliation through collective bargaining; bonuses in the contributions of self-employed workers for the needs of work and family reconciliation related to the hiring of a worker to substitute them; subsidies for the implementation of programmes or services aimed at facilitating reconciliation, always in the context of shared family responsibility; and the need to optimize the supply of quality childcare services for the 0-3 year age group.

Likewise, there are also measures which are essential in the area of training, information and awareness and which, among others, include a set of actions that seek to achieve a more balanced use of time within educational programmes for equal opportunities; and awareness campaigns on the use of time; or the promotion of family-responsible business practices.

### **Specific objectives**

a) To reduce the obstacles that families meet and that hinder or prevent them from achieving the reconciliation of family, work, professional and personal life by encouraging, supporting and promoting public and private actions to help implement such reconciliation, and greater rationalization of use of time.

b) To consolidate a diversified range of quality social, educational and leisure services for children, especially children under 3 years of age, which, in addition to supporting their rights and developmental needs, provide parents with improved family and work reconciliation.

c) To sensitize all public authorities, social partners - employers and trade unions- and the public on the benefits of increased family, labour and personal reconciliation, and promote balance in the assumption of family and work responsibilities between men and women

d) To promote and encourage companies, unions and all public authorities and institutions that make up the public sector to be involved in the generation of a new

work culture that allows reconciliation and shared family, work and personal responsibility.

e) To promote the implementation of awareness campaigns and training in human rights and equality in families, schools and companies, to create greater awareness of the need for shared family responsibility between men and women.

f) To adopt policies to ensure the reconciliation of work and family, so that the responsibility of parenting and maintaining the family is shared.

### **Ministries involved**

Ministry of Employment and Social Security

Ministry of Finance and Public Administration

Ministry of Health, Social Services and Equality

Ministry of Education, Culture and Sports

Ministry of Defence

### **Measures relating to the labour market and work**

36. Promote the establishment of greater flexibility in the scheduling of the working day to meet specific reconciliation needs (flexitime) within the scope of collective bargaining.
37. Develop pilot projects within the Central Government that promote a distribution and use of working time that provide greater reconciliation and shared responsibility, which requires an analysis of the areas and jobs to select the areas that could be the subject of projects of this nature, since not all the activities provided by the government would be suitable for this type of project.
38. Expand the benefit for the care of children affected by cancer or other serious illnesses, to include in addition to the parent, adoptive parent or pre-adoptive or permanent foster parent, those who care for children under a foster care regimen of any type or exercise guardianship over them.
39. Expand and improve care leave for the care of a child affected by cancer or serious illness, to promote the uniform application of its scope in the area of Central Government and ensure that such leave can be taken in the case of a child with a serious illness requiring continuous treatment or care outside hospital when there has been, at least, earlier admission.
40. Apply for a period of up to twelve months a bonus of 100 percent of the Social Security contribution for common contingencies for workers included in the

Special Scheme for Self-Employed Workers for reconciling work and family life in cases of care of dependent children under 7 years age or dependent relatives, related to the hiring of a worker, full or part time, to be maintained throughout the period of said bonus.

41. Adopt measures to promote the exercise of the right to reconcile personal, professional and family life for dependent self-employed workers and for the employers they depend on, when the former wish to exercise their rights and enjoy the legally established Social Security benefits for cases of pregnancy, maternity or paternity.
42. Discuss the need for regulation of telework
43. Promote the protection of the families of members of the armed forces subjected to the forced mobility of one of the parents or guardians, using flexible timetable mechanisms for forcibly displaced workers whose families remain in the city of origin; as well as through training and employment programmes for spouses who are unemployed because of forced military transfer.

#### **Measures that provide financial support and services**

44. Finance the development of support services for the reconciliation of work, family and personal life under the operational employment and social inclusion programmes financed by the European Social Fund.
45. Optimize the supply of quality childcare services for children of 0-3 years during the working hours of their parents, bringing both parameters in line with the European Union guidelines, ensuring compliance with minimum quality requirements, staff training and facilities and encouraging the sharing of experiences in reconciliation and educational and recreational activities.
46. Develop the Agreement of the Ministry of Education, Culture and Sports with the cities of Ceuta and Melilla for the creation and operation of schools dependent on the city governments for the implementation of the early childhood education outreach programme, responding to the demand for school places in the first cycle of education in the cities of Ceuta and Melilla, by promoting initiatives that promote the creation and operation of schools financed with public funds.
47. Organize English language immersion camp and colony programmes in summer and autumn with the aim of improving language skills and facilitating work and family reconciliation.
48. Provide financial support for the implementation of programmes or services aimed at facilitating the reconciliation between work, family and personal life, managed by non-profit organizations, establishing, among other priorities: dining services for children of working parents; educational services; complementary childcare services to meet needs of reconciliation, outside

school hours etc. The implementation of such services will be supported especially in rural areas.

49. Support the implementation of programmes managed by non-profit organizations that provide activities that facilitate the reconciliation of the work activity of families during children's holiday periods, their free time and after finishing their school day.
50. Provide in the rules for subsidies to NGOs, the existence of equality plans that include measures to encourage reconciliation and shared responsibility, as a criteria for the objective assessment of the applicant organizations.
51. Facilitate the reconciliation of work and family life in high-level female athletes through the annual convening of social benefits for childbirth or adoption and care for children under 3 years age enrolled in childcare services or in the care of a caregiver.

### **Training, information and awareness measures**

52. Progress in the rationalization of timetables to provide better compatibility of work and family life and maintain collaboration with entities that promote it, encouraging coordination and collaboration between government and all social partners to effectively implement mechanisms of reconciliation, promotion of shared responsibility and rationalization of timetables, for example in television schedules, bringing forward the so-called "prime time".
53. Conduct awareness campaigns about the benefits of measures to facilitate the reconciliation of personal, family and professional life for men and women, and to promote shared responsibility in the home and in caring for children and elderly and/or dependent people, and to promote the participation and shared responsibility of children in the household chores regardless of gender and in relation to their age.
54. Conduct awareness campaigns on the use of time and the reconciliation of family, work and personal life, in schools and educational centres, social media and other communication channels, through different activities in schools, portals, and communication channels.
55. Promote training courses for professionals and managers of social services in the field of reconciliation and shared responsibility, as part of the annual Training Plans.
56. Promote family-responsible business practices by supporting social initiatives in this area and considering the possibility of companies that demonstrate they carry out such practices having some type of benefit in their relations with the Central Government.

57. Conduct outreach and awareness campaigns regarding reconciliation and shared responsibility, especially in the field of early childhood and good business practices such as: annual publication of the Guide to Social Benefits and Services to Families; publication of best practice guidelines; dissemination workshops; collaboration with social initiatives in these areas, etc.
58. Amend Royal Decree 1615/2009, of October 26, regulating the granting and use of the distinction "Equality in the Workplace", in order to reinforce the specific weight of the reconciliation of professional, personal and family life by awarding this distinction.
59. Disseminate the reconciliation and shared responsibility measures of the companies that have obtained the Distinction "Equality in the Workplace" through the DIE Companies Network, which is implemented through an e-room space as a forum for exchange and the website [www.igualdadenaempresa.es](http://www.igualdadenaempresa.es)
60. Publish an annual call for aid for the implementation of equality plans in small and medium enterprises (SMEs) in order to increase the number of companies that take measures for shared responsibility and the reconciliation of family, work and personal life.
61. Implement the "Equilibrium-balance" project on the development and monitoring of reconciliation and shared responsibility plans in municipalities conducted in collaboration with the Spanish Federation of Municipalities and Provinces and the Norwegian Association of Local and Regional Authorities.
62. Promote collaboration between the Institute for Women and Equal Opportunities and the Spanish Federation of Municipalities and Provinces to support joint projects aimed at promoting equal opportunities policies in the field of local government, particularly the promotion of reconciliation and shared responsibility.
63. Discuss the best practices carried out by other countries regarding reconciliation and shared responsibility and implement them where applicable to our country, especially through participation in various bodies and forums of the European Institute for Gender Equality (EIGE).
64. Include, as part of the call for aid for postgraduate courses and activities of the Women's Institute, awareness of shared responsibility and reconciliation of family, work and personal life as one of the priority areas.
65. Conduct activities to promote a more balanced distribution of the use of time and shared responsibility, as part of educational programs for equal opportunities promoted by the educational and equality authorities.

<b>STRATEGIC LINE 3. SUPPORT FOR MATERNITY AND POSITIVE ENVIRONMENT FOR FAMILY LIFE</b>
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The family is still the most important institution for the Spaniards, ahead of the couple, friends, work, money or free time, as repeatedly shown by survey results. Family life is directly influenced by the environment in which it takes place. The conditions of access to health, education, housing, social services, justice, transport, communication technologies and culture and leisure, and how such services are organized and provided in relation to the needs of families, determine the degree of sensitivity of a society towards family life.

Spanish families have the guarantee of universal access to health and education, or protection in situations of dependence, and a widespread system of social services, guaranteed access to free legal aid for low income families, social housing, etc.

To improve the quality of life of Spanish families, and following the recommendations of the OECD regarding the indicators that measure such quality, the CFSP goes beyond the strictly economic issues and provides this strategic line 3, with measures that include specific actions to improve the environment in which families lead their lives. They relate to areas of a highly varied nature such as social, health, education, legal, new technologies and culture, among others. Of all these two deserve special attention: measures aimed at the protection of children and measures on social issues, health and prevention.

In this regard, maternity support is deemed very important, both from the point of view of women (health, education, employment reconciliation, promotion of shared responsibility with their partners, etc.) and from the social perspective (support for the birth rate and demographic renewal of our country).

According to data obtained in the CIS survey on opinions and attitudes regarding the family (2014), the second most common reason for not having children is "not to hinder the career" (39%), while 50% of women believe that having children has a negative impact on their career. The data also show a clear relationship between having a job and having children in both men and women.

In accordance with constitutional principles, the orientation of social maternity care policies should be structured according to the following principles: priority of pregnant women in healthcare and education policies; equality in public support for pregnant women and mothers taking into account the different existing family models, with particular attention to single-mothers; strengthening of the transversal nature of policies for the social protection of mothers, including sexual-emotional training aimed specifically at minors; social and employment measures and programmes for pregnant women to ensure their personal and economic autonomy in situations of vulnerability or social exclusion; maternal and children's residential care and measures to reconcile school or academic life and motherhood.

To this end, the Government, together with the autonomous regions, will adopt an operational maternity support plan including all the measures and benefits which include and develop the above principles from the various areas of competence.

As a continuation of the *National Strategy for Health Promotion and Disease Prevention* approved in this legislature, the CFSP includes measures that seek to improve the quality of life of families, especially children and pregnant and breastfeeding women. Also in the field of palliative care, and along the lines set out in the *National Health System Palliative Care Strategy*, the CFSP seeks to promote the comprehensive care of families with one or more of its members with chronic illness, especially in situations of social vulnerability.

Also, it is intended to gradually increase the initial amount of the retirement, permanent disability and survivor's pensions of mothers who have had two or more children, in order to encourage childbearing by giving greater protection to mothers in line with the recommendations of the Toledo Pact and the Green and White Papers of the European Union.

The proposed reform of the legislation on *child protection* submitted at the Council of Ministers on April 25, 2014, also highlights the need to continue working for this group as a priority. Therefore, and in the same line of action, the CFSP includes certain child protection measures in the legal field, such as the implementation of "friendly rooms" for taking statements from children; legal reforms that expand the right of children to interact with their relatives; or the amendment of regulations on childhood to prioritize stable and family measures over temporary and institutional ones, among others.

In the social and health area, the CFSP also pays special attention to the prevention of drug use. The latest *National Drug Strategy*, ending in 2016, includes the *Quadrennial Action Plan 2013-2016 approved by the Sector Conference on Drugs and the Government Department of the National Drug Plan*. As part of the continuation of these strategies the CFSP offers families a series of actions to warn and protect young people and their families against drug use, increasing, through awareness and training campaigns, the development of skills and abilities as a protective factor. In this line it is also important to highlight the work on a future Act for the *Prevention of Underage Drinking and its Effects*.

In the area of new technologies there are actions to promote the protection of children on the Internet and reduce the digital divide between parents and children through, for example, further development of the *chaval.es* website and other social channels.

Despite the increased *use of ICT in homes*, the opinion the Spanish have of *the impact it is having on the family is quite negative*. Three out of five feel that it helps decrease communication between parents and children (60%) and claim that it encroaches on family privacy (61%). More than half also believe it has a negative

impact on the possibility of family members doing things together (54%), as well as on the influence of parents in the education of their children (50%).

The results of the CIS survey reflect the continuing importance of the sharing of family activities between parents and children, talking with them every day or eating or watching TV together.

Therefore measures are also included to enable families to enjoy leisure, sport and cultural activities.

**Specific objectives**

- a) To promote the health, well-being and autonomy of pregnant women by providing social and health care tailored to their needs and circumstances during and after pregnancy.
- b) To promote sexual affective education and the prevention of unwanted pregnancies.
- c) To foster public collaboration with social initiatives that support the coverage of needs of pregnant women, pregnant minors and mothers after childbirth and lactation.
- d) To sensitize the business community to support the maternity of workers and promote the development of services, measures and policies to provide a supportive, accessible and positive environment for family life in various areas (health, legal, social, information technology, communication, etc.) and which are consistent with international law on rights.
- f) To increase knowledge on the role of families and support them in promoting healthy lifestyles and preventing addictive behaviours and other situations of psychosocial risk to help them strengthen their role in these areas and provide them with tools for the purpose.
- g) To improve the legal protection of family relationships.
- h) To achieve sustainable and competitive cities that facilitate the development of a healthy family and personal life and enable them to improve their quality of life.
- i) To improve residential structures and functionally recover historic areas, urban centres, degraded neighbourhoods and rural villages to offer improved quality of life for families living in or making use of them, paying special attention to the removal of barriers.
- j) To improve confidence and security on the Internet for families and children.



- k) To promote leisure, cultural and sporting activities in the family.
- l) To offer the possibility of young people becoming emancipated and forming a family by promoting youth entrepreneurship and employment.
- m) To promote intergenerational solidarity

**Ministries involved**

Ministry of Health, Social Services and Equality

Ministry of Employment and Social Security

Ministry of Finance and Public Administration

Ministry of Justice

Ministry of Education, Culture and Sports

Ministry of Development

Ministry of Economy and Competitiveness

Ministry of Industry, Energy and Tourism

**Maternity support measures**

- 66. Develop an operational maternity support plan in collaboration with the autonomous regions and social entities.
- 67. Draw up a map of maternity resources, support and care that includes the services, benefits and aid available to the pregnant woman; and measures to access employment, training, minimum incomes or other social benefits for pregnant women and mothers.
- 68. Support and encourage the development of social initiatives whose purpose is to provide support for pregnant women, pregnant minors and postpartum and breastfeeding mothers in situations of vulnerability or social risk, including information services, social and health guidance and support; maternal and child residential care; education and childcare; and training for job integration.
- 69. Facilitate the access of single mothers with dependent children in situations of social vulnerability to rental housing under the Social Housing Fund.

70. Promote awareness and education programmes for affective sexual health tailored to different educational levels as well as actions aimed at preventing unwanted pregnancies.
71. Develop government guidance programmes in the fields of family planning and counselling and support to pregnant women in relation to the health, labour, social and welfare rights they are entitled to.
72. Improve the quality of care throughout the NHS in areas related to pregnancy, labour, childbirth, postpartum, breastfeeding and nurturing, developing and implementing the Normal Childbirth Care and Reproductive Health Strategy, in order to provide special continuous and comprehensive attention to the overall reproductive process, based on scientific evidence, respecting the physiological process and the needs of users and aimed at promoting a human, intimate and satisfying experience for women, their partners, babies and family.
73. Inform and ensure the early identification of women with risk factors, health problems, pregnancy complications or foetal abnormalities in order to overcome any difficulties that might impede clear support to motherhood, providing additional prenatal care for women that require it and avoiding the medicalization of the process in healthy women.
74. Prioritize the promotion and support of breastfeeding as part of the Normal Childbirth Care and Reproductive Health Strategy.
75. Promote healthy lifestyles for women and their families from the beginning of pregnancy in order to prevent disease and promote health and well-being during pregnancy and puerperium, providing quality information on the process and encouraging the development of attitudes and skills necessary to improve habits, taking into account the needs and circumstances of every woman, preventing risks to the health of the child (adapted and balanced diet, avoiding smoking, alcohol and other toxic substances, etc.) and providing access to resources, advice and care, exploring their needs, emotional and psychological changes and status of the emotional link, breastfeeding and support to the partner.
76. Encourage the involvement of fathers in monitoring the pregnancy and childrearing, as part of the "Normal Childbirth Care and Reproductive Health Strategy", which develops aspects related to women's empowerment, men's participation in the process and shared responsibility in the upbringing, such as educational sessions aimed at men, with the aim of promoting a climate conducive to specifically addressing their doubts and making it easier for them to express their feelings, emotions and concerns; preparation for parenthood, offering venues and timetables to facilitate the participation of couples; or exchange of positive experiences of motherhood and fatherhood.

77. Prioritize training for pregnant women and fathers, designed to enable them to cope with pregnancy, childbirth and the subsequent upbringing of the child or children already born in the most appropriate manner.
78. Support pregnant teenagers under 18-year-olds, with special attention to those who are in particularly vulnerable situations, in order to facilitate their training, enabling the temporary adaptation of the schooling period, allowing them to study the courses over several academic years without being penalized for it. These special support measures to facilitate the continuation of their studies also extend to those who, being older, are at university or in vocational training.
79. Discuss with regional education authorities the establishment of scholarships or grants specific to pregnant women in situations of socio-economic difficulty or vulnerability, in order to ensure that women who are pursuing pre-university, university or vocational studies can continue them without motherhood being an obstacle.
80. Increase the initial amount of retirement, permanent disability and survivor pensions for mothers who have had 2 or more children since January 1, 2016:  
Mothers with 2 children: 5% increase  
Mothers with 3 children: 10% increase  
Mothers with 4 or more children: 15% increase  
In the event that the initial pension exceeds the maximum limit, the supplement shall be determined by applying the percentage corresponding to the limit.
81. Guarantee the right to receive the accumulated deduction for maternity for working mothers with children under three years and other similar deductions they may be eligible for, especially the new deduction (negative tax) in Personal Income Tax similar to the deduction for maternity (up to €1,200/year) for taxpayers with disabled children, which is articulated through a deduction in the rate or by requesting their advance monthly payment at a rate of 100 Euros per month.
82. Establish breastfeeding as a right of the public employees to be exercised by one of the parents, to ensure equality between men and women in the workplace. In the event that they both work it may only be exercised by one of them.
83. Introduce measures in the Central Government Equality Plan to promote the uniform application of the new breastfeeding regulation, according to the criteria adopted by the High Personnel Committee and policy development established in the Basic Public Employees Statute.
84. Ensure the availability of suitable areas for breastfeeding in the Central Government.

85. Promote the protection of pregnant women against environmental risks that could have a negative influence on pregnancy, childbirth and/or child health through the development of a study on the impact of social security benefits for risk during pregnancy and risk during breastfeeding; and the study of the possible ways to increase the participation of Mutual Insurance Companies for Accidents and Occupational Diseases of the Social Security in the analysis and active monitoring of the incidence of the risks to women during childbirth, postpartum and breastfeeding in the workplace.
86. Develop, in collaboration with the Autonomous Regions, a common social-health protocol as a guide to coordinate actions in case of a mother giving up a new-born for adoption when she and her family are unable take care of him.
87. Make it easier for pregnant women with disabilities to access services and assistance to suit their disability, and considered necessary to continue with the pregnancy and exercise their responsibilities for the upbringing of the children once they are born.

#### **Family social and healthcare support measures**

88. Develop interventions related to lifestyles linked to community resources in the child population; lifestyles during pregnancy and breastfeeding; and positive parenting programmes as part of the Strategy for Health Promotion and Prevention in the National Health System, approved by the Interterritorial Council of the NHS.
89. Carry out awareness campaigns on the role of the family in the prevention of obesity as part of the NAOS (Nutrition, Physical Activity and Obesity Prevention) Strategy, including the development of an educational portal aimed at both teachers and families on the website of the Spanish Agency of Consumer Affairs, Food Security and Nutrition (AECOSAN).
90. Promote and harmonize humane care in the National Health System Paediatric and Neonatal Intensive Care Units, to which end, among other measures, a decalogue of actions will be implemented to improve the quality of care throughout the NHS, in order to establish an institutional policy to ensure that children hospitalized in the paediatric and neonatal ICUs may be accompanied by their mother, father or other relative, recognizing the essential role they play in the child's hospitalization period.
91. Promote comprehensive care for people with advanced disease and their families through initiatives to humanize health care in situations of chronic illness and social vulnerability, complementing the actions contained in the NHS Palliative Care Strategy.

**Measures in the legal and child protection field**

92. Implement the "Friendly Room" project for taking declaration from minors and promote the development of NGO spaces, works in courtrooms, recording of evidence/ Gesell type two-way mirrors.
93. Amend the Civil Code to promote shared parental responsibility in cases of annulment, separation and divorce, including the provision of the judge having greater flexibility to enact the type of custody (shared or single-parent) most suitable for the protection of the interests of the child.
94. Ensure the right of children to interact with their relatives, particularly siblings, through the amendment of Article 160 of the Civil Code.
95. Amend the child protection regulations to prioritize stable measures over temporary measures, families over residences and mutually agreed measures over imposed ones.
96. Ensure that the family poverty situation is never considered the only circumstance for assessing the situation of abandonment of a child through the appropriate regulatory amendment.
97. Encourage the maintenance of the child in the family of origin through the regulation of the risk situation. In the case of state custody of the child, the Public Authority will draw up a family reunification programme when the forecast predicts the possibility of return to the family of origin.
98. Maintain and consolidate the system of free legal assistance to child victims of domestic violence, children and people with mental disabilities when they are victims of abuse or mistreatment.
99. Facilitate access to free legal assistance to members of large families or families that have a member with disabilities.
100. Provide support to families affected by the possible kidnapping of newborns: counselling service for victims, DNA analysis and contrast study.

**Drug prevention measures**

101. Grant aid to drug addiction research programmes, with priority to studies on the role of the family in prevention.
102. Promote social awareness about the seriousness of the personal and social problems, damage and costs related to drugs, about the real possibility of avoiding them and about the importance of society as a whole playing an active role in their solution through the development of a National Plan on Drugs (PNSD) Communication Plan.

103. Improve educational and family management skills, as well as those that promote the increase of family cohesion and strengthen the resistance of the family as a whole, especially the younger members, to exposure and consumption through the implementation a coordinated universal family prevention project that will include materials, training modules for implementation and an assessment system coordinated by the participating organizations, with the objective of assisting in the development of skills and abilities as a protective factor against consumption, and the implementation of evidence-based selective prevention programmes for schoolchildren and families.
104. Increase personal skills and abilities to resist drug consumption and determinants of drug-related problem behaviours through the development of national catalogues of school and family prevention programmes, as well as a national school prevention project for vulnerable children and a website of good practices in the family.
105. Develop a programme for specific intervention in risk areas, tools to identify the geographical areas most vulnerable to drug use and implementation of counselling services for young consumers and their families.
106. Conduct streamlined and specially adapted training programmes aimed at improving family relationships and encouraging their involvement in prevention, facilitating improved educational and family management skills and those that lead to an increase in family cohesion and strengthen resistance of the whole family, especially the younger members, to exposure and consumption, and their involvement in supporting the treatment and rehabilitation of family members with problems of substance abuse.

**Measures in the fields of urban planning, transport, training, ICT, leisure and culture**

107. Promote the programme for building rehabilitation to contribute to the conservation of buildings, improve their quality and sustainability and carry out reasonable modifications in terms of accessibility.
108. Promote the programme for urban regeneration and renewal aimed at improving residential structures and functionally recover historic areas, urban centres, degraded neighbourhoods and rural communities, in order to improve the quality of life of families.
109. Promote the programme for sustainable and competitive cities that helps to increase welfare by acting on the environment of family life (improving neighbourhoods, historic centres and quarters, functionally obsolete areas, eco-districts and tourist areas).

110. Maintain and consolidate the special rates for children and family groups in High-Speed (AVE), Long Distance, Medium Distance (Conventional and High Speed) Metric Gauge (Former FEVE) and Suburban train services.
111. Maintain the school transport service in Ceuta and Melilla in order to serve students of compulsory education attending classes at schools in these cities and which is conducted through a school transport service for pupils some of whom require adapted transport.
112. Train professionals specialized in family care or in aspects related to their quality of life, within the education system, by designing the qualifications of the professional family of Socio-Cultural Services and the Community.
113. Promote programmes to encourage reading in the family, bringing the most attractive books and topics to pre-readers and initiating early readers, teaching parents animation techniques and resources and providing the best information available on access to public libraries for free access to the books they offer.
114. Promote the development, implementation, dissemination and assessment of multiple literacy programmes, including reading and writing in the current context of media and digital convergence through teacher training with operational and autonomous global active teaching in cooperation with the family.
115. Improve the protection of minors on the Internet in the family by promoting public-private collaboration with measures on the availability of parental controls; awareness campaigns for children and adolescents about safe, legal and critical use of information technologies; development of quality online content for children and young people aimed at education in civic values and protection against excessive or inappropriate consumption; assessment of the feasibility of labelling digital content on the network for its safe and legal use by children and their families.
116. Develop a system of pictograms or identifying images to accompany audiovisual works and enable the public to identify a priori any content that might not be recommendable for children.
117. Standardize and track the age rating systems of audiovisual works in different display windows: film and video, television and Internet.
118. Streamline, update and make accessible the *chaval.es* portal and its social channels (Facebook, Twitter, YouTube, Flickr) with informative content on ICTs and their positive use for bridging the digital divide between parents, guardians and teachers regarding the progress of children and young people in the use of ICTs.

119. Promote activities to encourage family visits to the State Museums of the Ministry of Education, Culture and Sports in order to create leisure habits at an early age and turn the museum into an area of social recreation and leisure resource shared between parents and children.
120. Promote initiatives aimed at making family visits to monuments, industrial heritage assets, intangible heritage, historical sites and cultural landscapes attractive, including a range of specific activities for parents and children, in order to convey the idea that the assets that make up the Spanish cultural heritage are everyday sites accessible to all members of the community and constitute a fundamental element of our historical, social and cultural identity.
121. Consolidate and reinforce cultural activities aimed at families in centres attached to the National Institute of Performing Arts and Music
122. Promote sporting activities for parents accompanying their children during the School Age Spanish Championships.
123. Promote the initiatives of Spanish sports federations designed to raise awareness and promote federated sport in the family as an instrument of family cohesion, promotion of sports and transmission of values that accompany high-level sport.
124. Support the creation of a brand that certifies compliance with certain requirements that encourage family tourism in accommodation or sites.
125. Provide accessible and practical information on aspects facilitating family travel through a catalogue of tourist resources aimed at family tourism disseminate it through the "spain.info" portal.
126. Support families with the IMSERSO social tourism and hydrotherapy programmes for seniors, giving priority to large family membership and facilitating the participation of children with disabilities equal to or greater than 45%, irrespective of their age.
127. Support families with the IMSERSO tourism and hydrotherapy programmes for disabled people through grants to entities of the third sector of disability, prioritizing large family membership and enabling children with disabilities to accompany their parents, facilitating their access to leisure.
128. Disseminate through websites and social media profiles of the Youth Institute and IMSERSO information of interest to young and old on initiatives, services and programmes that promote intergenerational solidarity, for dissemination in the field of youth: public youth administrations; youth associations and councils; youth information centres; youth technicians; teachers and young people in general.



129. Develop initiatives to encourage entrepreneurship and youth empowerment such as the *Emprende XL* Social Network Platform for entrepreneurs to promote the entrepreneurial culture among young people and provide an environment that serves as reference and support for new entrepreneurial projects or tablet and smartphone applications providing resources for the training and counselling of young entrepreneurs.

**STRATEGIC LINE 4. POSITIVE PARENTING**

Supporting parents in exercising their parental responsibilities, in the best interests of children, is a central objective of family support policies. This is explicitly recognized in various Recommendations of the Council of Europe and has also been reflected in other plans approved by the Government, including the *National Strategic Plan for Children and Adolescents* and the *Strategic Plan for Equal Opportunities*. This involves including new positive parenting measures under the CFSP, through which the aim is to help families develop their parenting and educational functions in the most appropriate way possible.

To this end, measures have been developed in areas of very different natures but mainly focused on training support and social awareness, especially targeted at parents with dependent children and those responsible for the educational and social fields.

There are various economic aids for the implementation of programmes supporting the healthy and positive parenting of children. There are also measures for the educational support of both parents and teachers for the transmission of values and the promotion of family volunteering as a means of transmission thereof, in collaboration with non-profit organizations.

For 13% of those surveyed by the CIS, the most important role of the family is to maintain and transmit cultural and moral values. The survey reveals that among the main values to be taught to children, Spaniards believe that good citizens should be tolerant towards the behaviours and diversity of people, should be responsible for their actions and be hard workers. Women tend to place more emphasis on tolerance, generosity and independence, while men give more importance to perseverance and obedience.

The survey shows for example that there are two major sources of conflict in the upbringing of children of concern to two out of three parents: one is the lack of involvement of young people in the household chores and the other concerns the time devoted to computer, tablet and mobile. On a second level there are also other classic problems such as the performance of children in their studies or work (40%), homecoming hours (34%), lack of communication (29%) or the administration of money for expenses (29%).

When it comes to dealing with these problems, it is clear that the relationship between parents and children has changed generationally towards a more democratic relationship, in which a greater closeness with the children is sought. Most parents say they maintain a firm attitude and try to explain to their children the reasons for their differences (58%). This approach responds to the negotiation-based family model typical of new parents.

Moreover, the survey indicates that in the management of conflicts when children disobey or violate an agreement they have reached with their parents, the negotiation-based educational model again prevails: 7 out of 10 parents say they would talk to their children or try to make them reflect over their action. Secondly, 16% would punish them, following a more traditional educational model.

These results show the new educational styles of parents, aimed at resolving conflicts with their children through negotiation and consensus, typical of advanced societies, with parents with a higher educational level and where the democratic style prevails, but this naturally requires parents to have greater educational skills.

Hence, actions are also proposed to facilitate collaboration between the Ministry of Health, Social Security and Equality and the Spanish Federation of Municipalities and Provinces to improve psychosocial and educational intervention in the field of positive parenting, which can be carried out at the local level. Some of these actions will be carried out virtually, the measures including the implementation of an Internet platform on positive parenting to be called "familiaenpositivo", which will serve as a reference for professionals and families. It is also proposed to implement a virtual educational resource centre to address cultural diversity in education (CREADE).

Other measures include actions relating to schools to facilitate parental involvement in school, and financial support is offered through public grants to confederations and federations of Students' Parents' Associations (AMPAS) to promote their activities. The promotion of coordination between schools, social services and the third sector of social action in the prevention of absenteeism and dropping out in vulnerable families is also included.

**Specific objectives**

- a) To support parents in the exercise of their positive parenting, education and childcare responsibilities, particularly by encouraging parental education from the perspective of prevention and promotion of children's skills and abilities.
- b) To provide special support (prevention, promotion, detection and assessment) to families in high psychosocial risk situations to prevent them having high levels of impact on the lives of children or serious risks of lack of protection.
- c) To develop quality and assessment systems in family care services.
- d) To promote and support community initiatives undertaken by social organizations aimed at influencing the social, psychological and educational factors that affect the upbringing and education of children.

- e) To promote the training of professionals for social work with families with a psychoeducational and community approach by defining good practices and agreeing on protocols.
- f) To facilitate communication between schools and families, promoting the participation of families in education and helping them integrate into the school community and in the pupils' teaching-learning process, ensuring access for people with disabilities.
- g) To promote responsibility, participation and solidarity through volunteer activities for families.
- h) Under the principle of inclusive education, to provide special attention to students with specific needs of educational support and reinforcement who are in families in vulnerable situations or at risk of social exclusion.
- i) To support vulnerable families to ensure access and permanence in the education system for their children on an equal footing.

#### **Ministries involved**

Ministry of Health, Social Services and Equality

Ministry of Education, Culture and Sports

Ministry of Foreign Affairs and Cooperation

#### **Measures to support positive parenting**

- 130. Promote awareness and training programmes for parents or other adults with dependent children in the use of positive non-violent parenting skills, in collaboration with regional governments, local authorities and third sector.
- 131. Conduct a national awareness and information campaign to arouse the interest of families willing to foster care children in need of protection, with the aim of no child having to remain in residential care.
- 132. Provide financial support for the implementation of programmes to support healthy, positive parenting, managed by non-profit organizations, aimed at strengthening family and community capacity and responsibility in the best interests of children, in a non-violent environment.
- 133. Conduct outreach and awareness campaigns on positive parenting offering families, public authorities, social organizations, professionals and social services technicians, both public and private, a space for reflection, analysis and dissemination of the basic principles of positive parenting and good practices in the field.

134. Carry out activities to enhance inter-governmental collaboration in family support from the perspective of positive parenting, both nationally and internationally
135. Maintain collaboration between the Ministry of Health, Social Services and Equality (MSSSI) and the Spanish Federation of Municipalities and Provinces (FEMP) to improve psychosocial and educational intervention on positive parenting (technical documents, definition of good professional practices, quality and assessment systems, training, etc.) at the local level.
136. Disseminate the Guide and Protocol of Good Practices in positive parenting developed in collaboration between the Ministry of Health, Social Services and Equality and the Spanish Federation of Municipalities and Provinces (FEMP) and promote its use as a resource to support and assess professional practice with families and thus improve the quality of care provided.
137. Implement an Internet platform on Positive Parenting, "familiasenpositivo.es", in collaboration with the Spanish Federation of Municipalities and Provinces (FEMP) and with the technical assistance of a group of experts in various Spanish universities, to serve as a nationwide reference for positive parenting for professionals and families and the general population.
138. Promote training courses for professionals and managers of social services in the field of positive parenting, under the Annual Training Plan of the Directorate General of Services for Families and Children. This will be done through classroom training and distance learning aimed specifically at general and specialized social services professionals.

#### **Educational support, training, volunteering and social inclusion measures**

139. Promote and coordinate with the autonomous regions concise, transparent and consensual standards for coexistence in families and schools.
140. Support parents and teachers in the transmission of values of solidarity through voluntary activities in education, reinforcing the educational role of the family.
141. Encourage participation and shared responsibility among family members through the voluntary activities, promoting the performance of voluntary activities involving the whole family and providing organizational means for social organizations to offer family volunteer programmes.
142. Develop the MUS-E programme in Ceuta and Melilla to achieve greater social, cultural and educational inclusion of pupils while involving families in the process.
143. Establish communication channels between parents, teachers and students in the territorial scope of the Ministry of Education, Culture and Sports.

144. Maintain and develop the portal, *leer.es*, with the participation of families and in collaboration with the Autonomous Regions and with prestigious organizations and institutions, to improve the academic performance of students, especially in reading.
145. Improve and provide, through the website of the Institute of Educational Technologies and Teacher Training (INTEF), new resources for parents aimed at different areas such as health, psychological development, family counselling, values education, Internet, television and media, video games and coexistence at school.
146. Enhance the virtual resource centre for dealing with cultural diversity in education (CREADE), whose purpose is to provide information, materials, advice and training to teachers, centres and teams of professionals in the social and educational field for the management of diversity from an intercultural approach.
147. Improve and consolidate support to Roma families in the education system through programmes in cooperation with Roma associations.
148. Promote and disseminate the non-formal education initiative for adults called Aula Mentor, whose aim is to provide training, eliminating reconciliation problems and allowing the improvement of the personal, family and professional skills of adults, especially parents, under an open, flexible model through the Internet.
149. Promote coordination between schools, social services and the third sector of social action in order to prevent absenteeism and dropping out in vulnerable families and take action when it occurs.
150. Promote, within the framework of the National Education Awards for schools, the Prize for the Promotion of Coexistence at School and the category "Irene Awards: peace begins at home", to promote the implementation of awareness campaigns and training in equality and the prevention and eradication of violence in families and schools.
151. Ensure that the studies, analyses and assessments carried out by the National Institute of Statistics are able to improve knowledge and information on the family-education relationship and the social value of the family.
152. Promote the development of surveys and reports to improve knowledge about families and provide support materials for working with families with special needs, in order to achieve greater social awareness and allow the development of new teaching materials for use in schools and family support guides.
153. Support confederations and federations of Students' Parents' Associations (AMPAS) through public grants, in order to promote the activities of these associations and the creation of new ones.

154. Promote the financial education of families, both in the preventive aspect, through formal education or other training tools, and in the restorative aspect, through guidance and technical advice to indebted families.
155. Promote the comprehensive training of the family members of public employees posted abroad to prepare them to cope with the specific conditions of the place of destination.

<b>STRATEGIC LINE 5. SUPPORT FOR FAMILIES WITH SPECIAL NEEDS</b>
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The Government maintains its commitment assumed at the beginning of the legislature to continue supporting families in special situations. The diversity of family models that coexist in our society is also reflected in the need to promote specific measures to address the specific problems of certain family types.

The Continuous Household Survey, carried out annually by the National Institute of Statistics, clearly shows the diversity of forms of family life. Despite the increasing number of single-person households, households formed by a couple, married or not, with or without children, are the most common (11.5 million households); 86.3% being married couples and 13.7% unmarried couples; heterosexual couples account for 99.3% and homosexual couples for 0.7%. Meanwhile, families consisting of a single adult with children (single-parent) represent 1.7 million households (82.7% are households headed by women with children, mostly widows).

Therefore the CFSP devotes this strategic line to families in need of special support, either because of their structure and composition - such as, for example, large families, single-parent families and families with disabled people, immigrants, etc.- or due to situations of conflict or domestic violence, among others.

All these areas requiring special protection are subject to different actions of which, among others, we can highlight those aimed at families with disabled people and the prevention and resolution of gender violence in the family.

With regard to families with disabled people, the Ministry of Health, Social Services and Equality has promoted, in accordance with the associations, the implementation of Royal Legislative Decree 1/2013 of 29 November, which approves the *Revised Text of the General Law on the Rights of Disabled Persons and their Social Inclusion*. It has also launched the *Plan of Action of the Spanish Disability Strategy 2012-2020* in collaboration with the Autonomous Regions and with the associations. Several projects have also been initiated to offer positive results for families, such as the *Plan of Action of the Spanish Disability Strategy*.

Therefore, in this context, the CFSP aims to advance in the fulfilment of these existing actions and proposes a set of measures which include the commitment to carry out a survey to gain a better understanding of the problems faced by families with disabled people. It also proposes actions to prevent situations of dependency and promote personal autonomy, as well as the development of family respite programmes.

The major demands made of social policies by the Spanish, as reflected in the CIS survey, include, firstly, improving personal assistance to people who cannot fend for themselves (53%). This is an important claim because, in the absence of such aid, Spanish family norms indicate that the families themselves must take



responsibility for this need. In the collective ethos the family is still considered very important as a provider of social services. 69% believe it should be the family that takes responsibility for the care needs of the elderly, and 59% also think it should be the family rather than the social services that should be resorted to when a person cannot fend for himself.

A fact arising from the survey to be considered is the significant lack of knowledge of family mediation and the benefits that this practice can provide in the processes of breakup.

With regard to families in conflict, the Government has opted to promote actions to eradicate violence through the *National Strategy for the Elimination of Violence against Women 2013- 2016*, which requires the development of new measures in the family, which are set out in this strategic line. Thus, for example, it includes the need to promote projects to ensure social assistance to women victims of domestic violence, among others. Special resources will be allocated to all these measures through various subsidies.

Other strategic lines also include economic and social measures specifically targeted at these family configurations, such as tax deductions or the update of family minimums in personal income tax, among others.

### **Specific objectives**

- a) To address the specific needs and, where appropriate, prevent the social exclusion of families in especially difficult circumstances and large families, single-parent families, families with people with disabilities or serious illness, seniors, LGBT families, victims of domestic violence, persons deprived of liberty, with special emphasis on those with children, among others.
- b) To promote equal opportunities for people with special needs and family responsibilities in access to goods and services.
- c) To promote guidance to families and ensure access to the resources necessary to facilitate referral to social and health services, benefits, educational intervention, personal and material resources, training, etc.
- d) To improve the detection and assistance by social, health and educational services of families with a member with a disability or at risk of disability.
- e) To pay particular attention in education to students with disabilities and their families, in order to achieve normalization and educational inclusion, a good adjustment and acceptance of the disability and improved coordination and communication between families and school.

- f) To improve early care, coordinating the actions of all services to provide specialized information and intervention, giving priority to families with a disabled member.
- g) To strengthen community supports and services so that elderly people, people in situations of dependence and children with disabilities are accompanied and assisted in care in the way they choose as the most appropriate.
- h) To promote equal treatment and non-discrimination of children and their families for various reasons, especially among young people and adolescents.
- i) To assist immigrant families in their specific needs, specifically addressing situations of social vulnerability.
- j) To assist in the process of inclusion in the host society of applicants and beneficiaries of international protection and their families in especially vulnerable situations and at risk of social exclusion, as well as victims of violence or at risk of violence, such as in the case of female genital mutilation.
- k) To promote peaceful coexistence in neighbourhoods and within the family in different areas of the people's lives thus attempting to prevent cases of conflict, violence, aggression, breakups in family relationships and other situations that cause loss of quality of life in families.
- l) To enhance social, psychological and legal support services to families in difficulty or conflict (counselling, family mediation, family meeting points), working with the associations provide care to families.
- m) To prevent, detect, act against and eradicate violence in families against women, children, the elderly and disabled or any member of the family.

**Ministries involved**

Ministry of Health, Social Services and Equality

Ministry of Development

Ministry of Education, Culture and Sports

Ministry of Employment and Social Security

Ministry of Finance and Public Administration

Ministry of Industry, Energy and Tourism

Ministry of Foreign Affairs and Cooperation

Ministry of Interior

**Measures to support large families, single-parent families and families with disabled members**

156. Create an inter-regional working group to discuss the implementation of Act 40/2003 of November 18 on the Protection of Large Families.
157. Review and update Act 40/2003 of November 18 on the Protection of Large Families.
158. Enhance the effectiveness of the provisions of the second final provision of Act 40/2003 of 18 November, to take into account, for the purposes of benefits granted to large families, the categories in which they are classified and the incomes of households in relation to the number of members.
159. Update and produce a statistic of large family certificates throughout the country from data provided by the regional governments in order to have updated information regarding large family certificates and their most important variables.
160. Maintain and consolidate the discounts in air fares for large families, which will be 5% if the passenger is a member of a large general category family and 10% if they are a member of a special large family.
161. Maintain and consolidate bonuses on fares for the use of regular shipping lines for large families, which are 20% for the general category and 50% for the special category.
162. Maintain and consolidate the discount on all trains and classes for members of large families, which is 20% for the general category and 50% for the special category, both compatible with other fare discounts.
163. Maintain and consolidate bonuses on prices of regular intercity road transport services for large families, with reductions of 20% and 50% for general or special category large families respectively.
164. Maintain and consolidate the special aid to large families and disabled people in the PIVE Plan (Efficient Vehicle Incentive Programme) for the acquisition of vehicles adapted to their needs.
165. Maintain and consolidate the 50% discounts for large families for tickets to theatres managed by the National Institute of Performing Arts and Music.

166. Grant subsidies for the implementation of intervention programmes aimed at facilitating the employment of large families and single-parent families with social difficulties and low incomes.
167. Conduct an analysis of the support needs of single-parent families in relation to their social, legal and economic protection, including the creation of an inter-regional working group, with the support of single-parent family associations.
168. Maintain the alimony guarantee fund intended to ensure minors or adult children with a disability equal to or greater than 65% belonging to vulnerable households with low income the payment of alimonies recognized in a court judgment or legally approved agreement, when are not paid by the person required to pay them.
169. Develop a broad and comprehensive study on the demands, social needs, support and resources for the inclusion and well-being of families with disabled members to enable the preparation of new public policies and strategies.
170. Develop a broad and comprehensive study to determine the current situation of children with disabilities in order to develop a Global Action Strategy.
171. Prevent situations of dependency and promote personal autonomy by setting the criteria, the recommendations and the minimum conditions for drawing up plans to prevent the onset or worsening of illnesses or disabilities and their consequences, through the coordinated development, between social and health services, of actions to promote healthy living conditions, specific preventive and rehabilitation programmes for elderly and disabled people and those affected by complex hospitalization processes.
172. Develop family respite programmes in collaboration with social organizations in order to provide support and respite for family caregivers of disabled people, while allowing them to stay in the family home.
173. Strengthen comprehensive care for children under 3 years of age in a situation of dependence or at risk of becoming so, by developing plans containing common criteria, recommendations and minimum conditions for the promotion of their personal autonomy, so that they can enhance their capacity for development and welfare, enabling their integration in the family, school and social environment.
174. Promote the right to services of prevention and empowerment of children with disabilities by assimilating previous states to this situation, such states being construed as evolving processes that may potentially cause a limitation in activity, as well as guidance for habilitation and rehabilitation, and monitoring and review.

175. Develop comprehensive care programmes to promote the personal autonomy of persons with disabilities, promoting their permanence in the environment in which they lead their lives, in collaboration with the Third Sector.
176. Support families with the actions of the National Reference Centres attached to the IMSERSO (Institute for the Elderly and Social Services).
177. Support families with the actions of the IMSERSO Centres for the Care of the Physically Disabled.
178. Support families with the actions of the IMSERSO Recovery Centres for the Physically Disabled.
179. Professionalize the care of dependent people and their families by reviewing the requirements and conditions for access to the service: participate in training activities, living conditions and habitability of housing, facilitate monitoring and control.
180. Support families through non-professional care of dependent people by reviewing the requirements and conditions for access to the service, including initial training programmes and specific training programmes according to the needs identified on the basis of the family situation.
181. Display families with members affected by a rare disease through databases allowing interaction with other databases to ascertain the situation of these families.
182. Encourage and facilitate the schooling, support, educational reinforcement and guidance of students with specific educational support needs, and provide support and advice to their families in the territorial scope of the Ministry of Education, Culture and Sports (MECD).
183. Conduct activities aimed at pupils with special educational needs and the offsetting of inequalities in education such as: schooling, monitoring and control of truancy, promotion of the comprehensive development of pupils in areas such as communication or self-determination; educational support and reinforcement; non-formal social and educational activities, use of information and communication technology, etc.
184. Develop comprehensive protocols for the detection and intervention of pupils with special educational needs in compulsory education on the basis of existing ones to give shape to a unified and convergent result.

#### **Other family groups with special needs**

185. Provide economic support for carrying out intervention programmes for families with special comprehensive social and health care needs (victims of violent

- actions or families in which domestic violence occurs, giving priority to the victims, with special attention to children; or families with members with special care needs, especially children and adolescents).
186. Promote voluntary actions to support families in special difficulty, particularly families with seriously ill, dependent or disabled members; low-income and unemployed families, to help them seek employment by looking after the children or dependents; and the promotion of youth volunteering in families whose members are elderly as a means of intergenerational solidarity and mutual learning.
  187. Support the implementation of comprehensive care programmes for the elderly through services managed by non-profit organization to allow them to remain at home and in their social and family environment, as well as programmes aimed at supporting their families and caregivers
  188. Develop a map of anti-discrimination services offered by the various public authorities to promote equal treatment, the fight against discrimination and care to the victims of this phenomenon, with particular attention to its impact on the family; including the compilation and systematization of good practices at the local level and their recognition.
  189. Carry out artistic and informative activities against discrimination and in favour of diversity for young people and adolescents, aimed at eradicating the discrimination that children and their families may undergo for various reasons.
  190. Support the development of guidance and support programmes to lesbian, gay, bisexual and transgender families (LGBT) and programmes in the educational field to strengthen the action of families by promoting values of solidarity, coexistence and tolerance among young people, and help to prevent and combat all forms of discrimination against people on the grounds of sexual orientation or gender identity, or any other personal or social condition or circumstance.
  191. Prepare a study on the incidence of bullying aimed at young LGBT people and/or their families in Spain and the resources to combat it and develop a protocol containing recommendations and strategies to prevent, detect and eradicate such behaviours intended for both the education authorities and the families themselves.
  192. Inform and support LGBT families of public servants in the Foreign Service, enabling new avenues of information that allow the members thereof to learn about the new environment they are moving to.
  193. Support measures in the area of integration of immigrants, co-financed by European funds, which will include specific actions to support immigrant families.

194. Maintain the mixed network of migration centres (Own facilities: Refugee reception centres (CAR) and Centres for Temporary Residence of Immigrants (CETI); and reception centres run by NGOs and funded by the Ministry of Employment and Social Security ) whose main functions are the reception, accommodation and temporary maintenance of applicants or beneficiaries of international protection, the status or stateless person or beneficiaries of temporary protection who lack financial resources to meet their own subsistence needs and those of their families.
195. Finance, through subsidies and other instruments, institutions and organizations that carry out actions of humanitarian assistance to immigrants including the care of vulnerable families arriving in Spain or living in settlements that entail serious social and health risks that require immediate action to remedy them. Special attention will be given to actions related to unaccompanied foreign minors and victims of human trafficking.
196. Finance programmes for the care of applicants and beneficiaries of international protection, the status or stateless person or beneficiaries of temporary protection.
197. Promote actions designed to enable and/or facilitate the local employment of members of the families of civil servants employed in the Spanish Foreign Service.
198. Update the amounts of compensation and aid referred to in Royal Decree 6/1995, regulating the payment scheme for civil servants posted abroad, in relation to compensation for the schooling of children and the weighting of the amount of the purchasing power module according to the number of dependent children of the Foreign Service official who travel abroad with them.
199. Prepare a report on the possibility of the spouses or partners of the official or worker posted abroad maintaining the seniority or pension rights of the Spanish social security system acquired or being acquired and, therefore, voluntarily paying the contributions for periods prior to the entry into force of Act 2/2014, of March 25, on the the State Action and Foreign Service.
200. Ensuring families, as beneficiaries of officials posted abroad, access to a similar health coverage to the one they would have if they were working in Spain.
201. Support families of government employees of the foreign service with people with special needs and/or in situations of dependency by providing them with specific information through the development of a guide to opportunities and special schools and accessibility in the various destinations for people with special needs.
202. Develop programmes for prisoners and former prisoners and their children to carry out leisure and recreational activities for the early stimulation of motor and

sensory, cognitive and emotional development, as well as promoting mother-child relations and relations with the close and extended family and create summer schools to reinforce child education, with the collaboration of the Third Sector of Social Action.

203. Maintain the programme of mobile classrooms travelling with circus companies throughout the country to which a teacher is assigned and where pupils travelling with circuses are educated.

**Measures of prevention, support and intervention for families in situations of conflict or victims of violence**

204. Carry out information and awareness campaigns to promote family mediation and shared responsibility of parents in cases of family conflict where there is no abuse.
205. Promote the development of counselling and/or mediation services and family meeting points at regional and local level.
206. Support the implementation of programmes to promote healthy family relationships through the prevention and management of family conflict (counselling and mediation programmes, promotion of meeting points or family therapy), managed by non-profit organizations.
207. Carry out activities to promote prevention of violence against women in education, designing materials for the promotion of healthy relationships and peaceful resolution of conflicts. Both activities and materials will specifically address the role of families in preventing such violence.
208. Promote the implementation of actions for the detection at schools of cases of domestic violence occurring in families against women, children or adults, in particular through the development of materials and, where appropriate, specific protocols.
209. Promote projects aimed at ensuring comprehensive social assistance to women victims of domestic violence and their children.
210. Promote the Master Plan for School Civility and Safety encouraging the participation of schools and professionals involved in the eradication of gender violence, involving the family through students' parents' associations in the knowledge of the various manifestations of violence against women, in order to prevent its occurrence and where appropriate to facilitate the detection of these forms of violence: female genital mutilation, sexual assault, trafficking in women and girls for sexual exploitation and forced marriages.
211. Consider gender violence, female genital mutilation and forced marriages specifically as forms of child abuse by including them in the protocols against



child abuse, in order to promote among professionals specialized care and awareness of these specific forms of violence that children may suffer in their home environment, detecting and minimizing the negative consequences of such practices by establishing mechanisms for coordination and referral to specialized social care resources.

212. Promote the distribution and dissemination of the Basic Intervention Protocol against Child Abuse in the family with the involvement of schools, health, police and social services and organizations of the third sector, which has recently been updated to the situation of child victims of domestic violence.
213. Ensure the necessary support for minors under custody, guardianship, care or fostering of a victim of domestic violence to stay with the same and for the presumption of minority of age of a person whose age has not been established with certainty to operate until it is finally determined.

**STRATEGIC LINE 6. FAMILY POLICIES: COORDINATION, COOPERATION AND HORIZONTALITY**

The CFSP, as an instrument articulating family policy, includes in all its strategic lines activities that are horizontal in nature and affect diverse areas of action, thus involving various ministries and Public Sector organizations and agencies, both at the central government and territorial levels –Autonomous Regions and Local Corporations. This requires the implementation of measures for coordination and cooperation to achieve the best results.

Therefore, there are also a number of measures that seek to achieve these objectives and to improve the information available on the situation of families, such as the annual publication of the Continuous Household Survey by the National Institute of Statistics; the inter-institutional and inter-governmental coordination on family issues; and the inclusion of a report on its impact on the family in the regulatory impact analysis report accompanying all bills and regulations.

**Specific objectives**

- a) To have all the necessary information –statistics, legal, etc.- to enable an understanding of the needs and the situation of families at national, regional and municipal level for decision-making purposes.
- b) To promote intervention within the family in cases of vulnerability by implementing action protocols and strengthening coordination among social, educational and health services in order to act promptly and effectively in the most vulnerable families.
- c) To improve institutional coordination and social participation in matters of family support.
- d) To support family involvement through associations.
- e) To progress in the mainstreaming of family policies in the policies, plans and programmes promoted by the Central Government.

**Ministries involved**

Ministry of Health, Social Services and Equality

Ministry of Economy and Competitiveness

Ministry of the Presidency

Ministry of Foreign Affairs and Cooperation

214. Promote studies on the needs of the various family types of the 21<sup>st</sup> century, at both national and European level, with particular attention to counselling, education, special needs of vulnerable groups and family mediation, and family meeting points.
215. Implement a Family Observatory which, among other functions, will develop and disseminate information with basic indicators of the behaviour and situation of families in Spain.
216. Disseminate annually from the National Institute of Statistics (INE) the Continuous Household Survey containing the basic demographic characteristics of the population, the households it comprises (type and size) and the homes they live in.
217. Regularly disseminate the statistical operation of the INE, "Household Projection", with a simulation of the future number of households in Spain, in each region and in each province if the current demographic trends and social behaviours observed continue.
218. Develop and disseminate statistics on youth and family as a line of work of the INJUVE Youth Observatory.
219. Conduct an opinion poll on youth and family. Knowledge of the situation and opinions of young people on family and intergenerational relationships.
220. Promote the comprehensive study of the characteristics and situation of the families of public officials posted abroad.
221. Exchange and disseminate good practices in social intervention with families in order to establish basic principles for action with the agreement of all public and private entities involved.
222. Improve institutional and inter-governmental coordination in issues of family support through collegiate bodies of the Central Government and other forums for cooperation with the autonomous regions (sectoral conference, inter-regional committee of general directors).
223. Improve the monitoring of family policies in the Central Government through social participation bodies in which family associations are represented.
224. Promote family associations and encourage family participation through associations by granting subsidies to the Third Sector of Social Action at State level, intended for the maintenance and operation of the headquarters and infrastructure of family associations, foundations and entities.

225. Strengthen systems of coordination between government and Third Sector organizations in order to be more effective in assisting individuals and families in need or at risk of exclusion, including families with a disabled member.
226. Promote and develop multilateral cooperation with all stakeholders (autonomous regions, local corporations, associations, experts) in studies, awareness campaigns, dissemination of information and good practices, especially in groups with different needs such as disabled children, staff training and promotion of professionalized social services.
227. Include an assessment on the impact on the family in the regulatory impact analysis report accompanying all bills and regulations.
228. Promote awareness of the Comprehensive Family Support Plan by posting banners on the website of the various ministries and other state institutions and through the use of social networks to increase public awareness of the main activities in this area.

## **STRATEGIC LINE 7. EVALUATION BY RESULTS**

The main objective of this Plan is to improve the living conditions of their potential beneficiaries in comparison with the current situation. This requires optimal management for transfers and services to successfully reach their target, which requires assessing the Plan.

The assessment of a Comprehensive Family Support Plan is complex because it is a cross-cutting public policy and attempts to meet objectives and needs of a very diverse nature which are difficult to measure and objectify. Therefore, it is necessary to take into account that the peculiarities of this public policy are the result of the following factors, among others.

- a) The production process by which the aid reaches families is complex and often difficult to quantify, because the objectives pursued are many and sometimes not easy to define.
- b) A Family Plan is horizontal in nature. On the one hand, for its implementation it is necessary to unite the efforts of various ministries and administrative units and on the other, although the direct beneficiary is the family unit, it is also necessary to consider each and every one of its members as beneficiaries: father, mother, children, dependents, etc., and this may hinder the development of certain indicators.
- c) Thirdly, it is a public policy whose area of responsibility is shared, so we find public actions at all levels of government –central, regional and local. Also, increasingly more actions are carried out from civil society, through private non-profit organizations and from the business world, which makes it even more difficult to identify the impact of each measure.
- d) Finally, all those involved in the Plan should be aware that assessment is a tool for improving the management of the Plan and learning from experience, both the achievements and weaknesses, to correct the problems identified during its implementation as well as for the development of future plans. Or in other words, the assessment is not an audit in order to have the cooperation necessary to obtain the information required for a successful assessment.

Given these considerations, it should now be noted that any assessment process necessarily involves collecting information about all the objectives and lines of action of the Plan, primarily through the use of indicators that are attributable to the measures implemented. Using indicators it is possible to quantify the resources, activities, results and the final objectives achieved. This will make it possible to verify that all measures included in the Plan are being met and also that the resources used are well managed.

The assessment of a Plan must be organized so that its effectiveness, efficiency and impact can be analysed.

- a) Effectiveness is a measure of the degree of compliance with the indicators included in the measures of the Plan.
- b) Efficiency shows whether or not the resources used to implement the measures were optimal.
- c) The impact assessment shows to what extent the ultimate goals of the Plan have been achieved, that is, it determines whether there is causality in order to conclude whether or not the Plan has managed to improve the lives of the individuals and families for which it is intended.

With this valuable information the managers of the Plan can make changes, propose new actions, delete others and ultimately help to maximize the results arising from the use of public resources for some actions and not others. With no assessment it will not be possible to make rational decisions based on evidence. Below are listed the steps to be followed and main tools to be used for the proper assessment of the Comprehensive Family Support Plan.

A priori there is no set of indicators commonly accepted as optimal for a Family Plan. Their selection will depend on the specific reality of the society where the Plan is to be applied. Nor is there an optimum number of indicators as the final number will depend on the complexity of the objectives defined. In general, when defining and developing indicators these should have the following characteristics<sup>34</sup>:

- a) Specific: As close as possible to the concept to be measured.
- b) Measurable: Quantified clearly and unambiguously regarding what is being measured.
- c) Attributable: It can be attributed to the programme.
- d) Realistic: The data can be obtained as often as needed at a reasonable cost.
- e) Targeted: It must refer to the beneficiary population or geographical area.

The result indicator system should also, as far as possible, achieve the maximum consensus and acceptance of all stakeholders in the Plan (government, society and assessors). Furthermore, indicators should be multidimensional and include aspects linked to both the quantity and quality (and also "non-quality" in the form of claims, waiting times, etc.) of the actions, in order to prevent managers focusing on just a few indicators that prioritize performance and ignore other factors (an effect known as "tunnel vision").

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<sup>34</sup> We follow the criteria of Kusek and Rist (2006), who state that a good indicator should be SMART (*Specific, Measurable, Attributable, Realistic and Targeted*).

Moreover, both in the definition of indicators and in the actual assessment of the measures of the Plan, it is necessary to take into account the provisions of Act 3/2007 of 22 March for the effective equality of women and men, in order to ensure the inclusion of a gender perspective in the preparation of studies and statistics carried out by the public authorities, which involves the breakdown of data for men and women.

Below is a set of basic indicators for the monitoring and results of the measures of the CFSP, which attempt to address: the financial needs, activity and management and results. The aim of this proposal is that they should serve as references for each administrative unit in the development and monitoring of its actions. Therefore, they are ordered according to the distinction made in the European Union:

- a) Resource indicators: financial.
- b) Performance indicators: implementation of the activity and aid given in quantitative and qualitative terms.
- c) Results indicators (outcomes of measures): direct effects resulting from the measures.
- d) Impact: long-term effects.

Set out below are the basic indicators that should be included in an assessment of results ordered according to the first three types of indicators followed by a discussion of the importance and interest of carrying out an impact assessment as something essential to achieve maximum effectiveness and efficiency .

The basic resource, performance and results indicators will be applied to the proposed measures, adapting them to the specific measure where necessary. Moreover, each administrative unit responsible for implementing and monitoring each measure must develop other specific indicators to be taken into account when carrying out the overall assessment of the CFSP.

For the impact assessment, given the complexity of carrying out this type of assessment, it is proposed that its application be limited solely to a set of measures, as a pilot programme to assess the results. Therefore, the basic indicators that should be used for this are shown.

**MONITORING AND RESULTS INDICATORS**

**1. RESOURCE INDICATORS: FINANCIAL AND STAFF**

1. Budgeted/executed expenditure at the end of the action, in each measure and strategic line:
  - a. Percentage of budgetary deviation.
  - b. Expenditure indicators by chapters, budget items and sub-items, identifying: management and investment expenditure. Absolute and relative values in relation to total expenditure.
  - c. Indicators of direct spending on families: expenditure allocated to Chapter IV, especially in the case of direct monetary aid to families.
  - d. Amount of expenditure per beneficiary or service user.
  - e. Amount of total expenditure differentiated by group served.
  - f. Identification of the administrative units responsible for implementing expenditure.
  - g. Weight of this expenditure in the total budget of the administrative unit that has to implement it.
  - h. Staff that has implemented the measure.
  - i. Cost of staff assigned to it by category and status: official, hired staff....
2. Income obtained, if any, from the measure implemented.
3. Income used to finance the measure: social contributions, etc.
4. Amount of tax expenses resulting from the implementation of the proposed income tax reforms.
5. Identification of resources used to finance the measure, including where appropriate those from the private sector.
6. Administrative formula used in the event of outsourcing of a service: arrangement, minor contract, etc.  
Expenditure generated, if any, if the service is outsourced.

**2. PERFORMANCE INDICATORS: IMPLEMENTATION OF THE ACTIVITY AND DEGREE OF COMPLIANCE (on budgeted and executed)**

- Total number of actions implemented in relation to the total number proposed.
- Total number of actions initiated and not completed in relation to the total number proposed.
- Number of work meetings held.
- Number of activities carried out and promotional campaigns implemented.
- Number of agreements signed.
- Legislative changes approved.
- Number of services created.
- Tax changes made.
- Professionals trained.
- Number of training courses created from the Plan...
- Number of materials and catalogues created.
- .....



**3. RESULTS INDICATORS (Outputs)**

- Number of beneficiaries per measure.
- Profile of direct beneficiaries: income level, family type, etc.
- Direct monetary transfers made to beneficiaries.
- Subjective opinion of beneficiaries (quality): surveys or polls
- Number of reports, projects and studies submitted.
- Amount of average benefits.
- Percentage coverage of needs addressed/requests
- Percentage coverage of beneficiaries served/requests
- Average time taken to serve users/beneficiaries
- .....

**4. EFFECTS OF MEASURES. EFFECTS ON BENEFICIARIES IN THE SHORT AND MEDIUM TERM**

- Improvement in the economic situation of families.
- Truancy. Number of classes missed per month by beneficiaries of the programme.
- Rating from 1 – 10 of the level of reconciliation between work and family life.
- Rating from 1 – 10 of the degree of involvement of public authorities in improving the reconciliation between work and family life.
- Percentage rating (50% – 50%; 70% - 30%) of how tasks are shared in the family (cleaning, cooking, shopping, DIY, childcare, etc.).
- Tax micro-simulation to calculate poverty indicators in households affected by the measures.
- Number of vulnerable individuals entering the labour market.
- Number of mediations conducted.
- ...

**5. IMPACT OF THE MEASURES. LONG-TERM EFFECTS ON BENEFICIARIES.**

The impact of the Plan on the changes in these indicators is weaker because there are many other economic and social variables that also influence them and it is impossible to isolate the effects of the Plan exclusively. However, causal logic would state that increased support for the family in the long run would result in the following indicators which should be developed and measured.

- Impact on demographic variables and behaviours of families, among others, such as changes observed on the following indicators:
  - o Birth rate
  - o Life expectancy
  - o Infant mortality
  - o Structure of the population by age group in relation to the total population
  - o Dependence rates by age
  - o Rate of aging of the population
  - o ...

Effects on the social behaviours of families, observing and analyzing the changes in at least the following indicators, which in turn are indicators that reflect the needs to be addressed:

- Marriage rate

- Rate of unmarried couples
- Divorce rate
- Rate of separations
- Divorce rate by type
- Rate of divorces reaching an agreement in mediation
- First marriage rate
- Fertility rate
- Fertility rate by age group
- Gross birth rate
- Average age of maternity
- Average age of mother at first birth
- Percentage of births to unmarried women
- Percentage of minor mothers
- Number and composition of families
- Average size of families depending on their configuration
- ....

For the success of a subsequent impact assessment, it would be desirable to make a measurement of results and impact indicators prior to the implementation of the Plan. Through this so-called "baseline" report it is possible to establish the starting point and comparability of the indicators you wish to work with in the Plan, both for the group of beneficiaries and a control group. Establishing a baseline of indicators makes it possible to corroborate their relevance and make a better characterization of the target population. The baseline is usually obtained from both primary sources, obtained through ad-hoc surveys, and secondary sources using information from databases that were collected for other purposes.

The presence of inefficiencies in the management of a Plan implies that it is possible to improve it either by reducing budgetary resources without reducing outputs and results or alternatively, by increasing the results with the available resources. To combat inefficiency it is necessary to quantify it. Thus, by measuring efficiency you can clarify and list the resources, activities and outputs of the programme management centres (playgrounds, family support centres, senior citizen centres, services provided by different municipalities, etc.). The advantages of assessing the performance or efficiency of management centres through monitoring are numerous but in particular it makes it possible to:

- a) Promote and encourage continuous improvement in performance.
- b) Promote the values of efficient use of resources.
- c) Promote the coordination of policies between the different authorities.
- d) Facilitate competition by comparing results (yardstick competition) between units thus encouraging performance improvement.

- e) Identify the best units to learn from their practices and thus have a reference for action.

Monitoring the efficiency and evolution over time of the total productivity of the factors for these units that manage family policies, if done systematically, makes it possible to:

- a) Develop a document on good management practices that can be transferred to other centres.
- b) Analyse in detail the causes that affect performance and take appropriate measures to ensure that they do not recur.
- c) Study the evolution of performance over time so that monitoring works as a system of diagnosis and early detection of the problems that may arise in each centre.
- d) Introduce innovations and improvements in management whose effects can then be quantified and if successful extended to other management units.

To measure efficiency it is necessary to construct productivity indicators and in some cases estimate the production function or frontier from the resources used and quantities of outputs produced.

But the goal of a Family Plan is to achieve real effects on the welfare of the beneficiary population. To know whether or not the Plan is achieving this goal it is necessary to use impact assessment techniques wherever feasible.

The Impact Assessment of a Plan is the measurement of the change in the relevant indicators (poverty, domestic and gender violence, school success, schooling in childhood education, satisfaction of dependents, employment rate, etc.) for all beneficiaries that are attributable to the implementation of the Plan. An impact assessment involves conducting a social experiment or quasi-experiment and therefore requires the definition of a counterfactual situation also called a control group. What we want to assess is the behaviour of the indicators of interest with and without the Plan. Ideally, it requires comparing the starting situation, hence the importance of collecting baseline information prior to the introduction of the Plan, and ex-post, once the programme ends or at some intermediate point thereof.

## 5. ECONOMIC AND BUDGET ESTIMATES

The various Ministries will take the necessary measures for the implementation of the Plan, including its funding under the credits they are allocated in the 2015 budget and for the following years, within the available budget allocated annually to each of the Ministerial departments.

	<b>STRATEGIC LINE</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>TOTAL</b>
<b>1</b>	Social and economic protection of families	4.123.893.969	4.108.317.129	4.108.317.129	12.324.951.387
<b>2</b>	Reconciliation and shared responsibility	6.325.323	6.505.323	6.265.323	19.095.969
<b>3</b>	Maternity support and favourable environment for family life	179.800.685	231.352.685	329.952.685	741.106.055
<b>4</b>	Positive parenting	4.000.531	4.027.931	3.927.931	11.956.393
<b>5</b>	Supporting families in special situations	1.075.986.720	1.075.065.092	1.075.065.092	3.225.296.904
<b>6</b>	Family policies: coordination, cooperation and mainstreaming	4.118.300	4.046.300	4.046.300	12.210.900
	<b>TOTAL</b>	<b>5.394.125.528</b>	<b>5.429.314.460</b>	<b>5.527.574.460</b>	<b>16.334.617.608</b>

In Euro