



**THE LINK BETWEEN EMPLOYMENT AND SOCIAL
INCLUSION STRATEGIES:**

**A REGIONAL OVERVIEW: CASTILLA- LA- MANCHA
(SPAIN)**

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CROSSROADS BETWEEN THE NATIONAL STRATEGIES ON EMPLOYMENT AND INCLUSION

1. A Brief Summary

The recent history of Spain and the 80's in Europe confirms to us that the set of social policies was experiencing a continuous adolescent process, under the protection of an economic system, that was leaving behind aspects like equality, solidarity, sustainability, and fair-trade, thereby,...allowing a situation where the set of welfare resources was only important when the economic system was unstable.

Aspects as essential as local development, the community participation to improve their "*living conditions*", the promotion of personal autonomy, the evaluation of other results rather than economics....were "abandoned" subjects in the relation between different public administrations and interdepartmental politics.

The social planning strategies were created regardless of the economic panorama. The economic situation stipulates the set of resources, that is, services that are available to vulnerable citizens, determines the amount of social expense and the implication or lack of interdepartmental coordination and the importance of each one. After all, it is also the economic situation that fixes the set of plans of inclusion or rather the absence of the same.

Throughout the last years, the Spanish economic development has been promoted and sustained due to the "property market boom". The housing issue- an inherent right of each citizen- was maintaining the superavit of the social security, allowing better social resources, increasing labour contracts, and promoting a gradual decrease in unemployment. Nevertheless, the positive influence of this situation was not enough to design or plan a coherent social policy based on complementary actions between public resources and a better community service.

Over the last years, Spain had a spectacular economic development, although the social, educational, cultural development... suffered a regression. Why? What was the Spanish priority during this period?

A country under such economic development must design strategies that allow its citizens to enjoy a basic level of development as well as provide effective answers to vulnerable groups, through short and long-term preventive actions and by looking after the integration of the immigrants.

The historical pathway clearly reflects the lack of consensus when faced with the issue of social exclusion, specifically, the lack of foresight on social resources that would soften social and labor inclusion processes. A general agreement on social and employment policies was not considered within the frame of the "welfare state".

In spite of coexisting under the same legislation and European strategy, the Spanish national and regional differences had a strong impact. It is important to remember that after the democratic transition, according to the 1978 Constitution and constitutional accordance, the basic legislation and the social security fittings remained under the central state jurisdiction, while the social arrangements and assistance were transferred to autonomous governments (from the 17 autonomous regions- CC.AA), hence, becoming the responsibility of the autonomic or regional governments following different mechanisms and strategies of implementation.

The present overview will focus mainly on our Autonomic Region, Castilla- La Mancha, starting with a general analysis on national development regarding employment and social inclusion strategies.

Despite the important targets achieved by Public Administrations, mainly those from the social inclusion and employment area, the attainment of inclusion initiatives carried out in the region has not been as expected. In fact, a parallel system of integration was created between administrations. Somehow they started to compete on developing policies that, rather than have a real impact on citizens social situation or far from helping them, were just confusing, hence aggravating a social exclusion problem.

Definitively, through the current document, our purpose is to offer an accurate approach to the challenges that the region of Castilla – La Mancha must face to overcome the resistance and inertia acquired during the previous period. Equally important, it intends to overcome any barrier that may thwart the achievement of a better coordination between employment and social inclusion strategies.

2. Evolution and characteristics of anti-poverty and exclusion action

2.1 The 60's

Throughout the last years, one of the characteristics of the Spanish growth was an important transformation on economic, social and cultural levels. During the 60's, the so-called “policy of economic development”- Ullastres and López Rodó¹ Stabilization Plan- allowed a deep change in the socioeconomic structure, promoted by the rural migration to urban areas. It was also the so-called “Spanish miracle”, where the GDP per capita increased in a spectacular way (it doubled in ten years).

Nevertheless, poverty was also an endemic problem of the Spanish society during the “desarrollista” period of the sixties. In fact, the emergence of a strong middle class favored a situation where an elite group had the major part of the incomes; at the same time it excluded people from the labor and social system with no guarantees for minimum living conditions.

Clearly, the social exclusion phenomenon is related to a rupture with social ties that inhibit full enjoyment of social rights (the concept to exclude comes from the Latin *excludere*, “to leave out or to deny the possibility of something”...). In addition, its structural, dynamic and multidimensional dimensions present some of the most serious marks because they affect a good number of persons, groups or territories².

2.1.1. Legislative Development

During the “Franquismo” period, the Spanish heritage was a “Welfare State” absolutely rachitic, inspired by conservative and collective values. During that period, the key goals were closer to promoting labor discipline of the working mass rather than being concerned about the equity of the productive system. Thus, the “Franquismo” era was

¹ Article: La economía española del Plan de Estabilización (1959) al euro (1998).
<http://www.vespito.net/historia/franco/estft.html>

² Estivill Pascual, J.(1994): “Evolución del impacto de las políticas sociales de la comunidad: Exclusión Social. Fundación La Caixa, Barcelona.

well known for being despotic and repression was the common mechanism to guarantee the fulfillment of strategic goals. In this sense, the social security system was created under a strong imposed saving instrument.

In 1977, year of the first post-Franco democratic elections, the laws of Education and of Social Security (1970 and 1972) were promulgated. (J. Moreno)

➤ 1960: National Fund of Social Care³

Authorization of assistance by the National Fund of Social Care and guarantees of assistance to elders, ill patients or disabled workers.

➤ 1963. Law of the bases of Social Security

Health care during maternity, common or professional illness, accidents except for working ones. Social benefits in situations such as disability to work, retirement, unemployment, death and family protection.

➤ 1974: National Institute of Social Care

Social Care as a social protection form is provided by both public and private organizations. It is planned to attend subsidiary population needs and has to certify a need situation. This innovative assistance, especially concerning social services, shall be pointed out further on, as a challenge to the regional and local administrations.

➤ 1978: National Institute of Social Services

The promoting organization of social services established by the “Agreements of Moncloa”.

At that time, from 1973 to 1981, the poverty levels decreased slightly, but unfortunately, the economic crisis period- from 1974 to 1985- implied a new growth. In spite of this fact, the beginning of an economic expansion period implied a reduction in the number of poor and poor households. In 1974, the household proportion that was in a situation of relative poverty was “20, 5%” and “20%” whereas in 1991, that proportion was reduced to “17 %” and “18, 1 %”.

2.2 The 80's

Over the last three decades, the increasingly leading role of the autonomous regions promoting policies and social services has favored a situation in which, in contrast to centralized state models, the “Central State” has become subsidiary of the regional state in questions in relation to services and social benefits.

Early in the 80's and up to the 90's, the Autonomous regions (CCAA) claimed that services and social policy assignments should be present in their autonomic laws and “Autonomic Statute”, thereby, allowing the establishment of regional systems of social services providing universal access to the citizens. The Autonomous Regions included in their “Statute of Autonomy” (regional constitutional laws) a great number of assignments and functions of social care, social services, social welfare, community development and social promotion.

³ The Law 45/1960, of July 21- Creation of the National Fund- is developed by the Royal decree 2620/1981, of July 24.

Nevertheless, in 1986, a decision of the Constitutional Court (146/1986) established that, in spite of the 'exclusive' character attributed to the Autonomous Regions, the central government might also develop social care programs beyond the autonomic frame to ensure equality among all the CCAA. The local administrations would carry out most of the services due to their proximity to the citizens, but the ability to legislate, plan and coordinate with the private sector would be guaranteed by the regional administration (both legislative and executive levels).

In 1987, an agreement established between the central, autonomic and local governments led to the "Coordinated Plan to Develop the Social Benefits of the Local Corporations". By this significant fact, administrative cooperation has been articulated with the intergovernmental area in the network of social care. Also, it was possible to provide a double financing to municipal networks of social services and, indirectly, guarantee more services to citizens.

1980- Law of Employment. It included different social work services concerning unemployment subsidies

1980- Spain signed the European Social Charter (1961).

1981- Fund of Social Care. There was a reorganization of social benefits.

1982. Law on Social Integration for Disabled People (LISMI).

1983. Agrarian Special Figure of the Social Security.

Unemployment benefits for temporary workers.

1984- New measures for protecting unemployment situations.

2.3 From the 90's to the year 2000

In 1990, non-contributive pensions were established that guaranteed universal access to social benefits to all Spanish citizens, even those who had never contributed to the social security system. Likewise, during the same period, the Autonomous Regions (CCAA) settled the Guaranteed Minimum Income (RGM), providing financial assistance to citizens with no economic resources. The nineties registered an important oscillation between inequality and poverty; with the emergence of new forms of alienation and exclusion, high values of unemployment, difficulties in entering the labor market; which affected workers with less opportunities.

The paper "Analysis of the Structural Problems in the Social Security System and its Challenges" was approved in the Congress of Deputies (with the explicit support of the parties and representative trade unions). Later known as the "Agreement of Toledo", it meant a major social agreement, as well as a legislative and political development with after-effects on the social protection system. It included different social work services concerning unemployment subsidies of Spain.

The Guaranteed Minimum Income (RGM) is a clear exponent of the innovation and institutional leading role of the regional and local Spanish administrations. The first program of the Guaranteed Minimum Income (RGM) was promoted in the Basque Country (1989), following the guidelines of the French RMI.

1997. Publication of the Evolution of Social Services Law

A definition by the Social Affairs Ministry: "Set of services and social benefits that promote the full and autonomous development in the society, securing a major social welfare and better living conditions, as well as preventing and eradicating the causes of social alienation."

➤ The I National Plan of Action for Social Inclusion

This Plan gathered four different levels of attention based on frequent situations of social exclusion in Spain:

- Income guarantee for better living conditions, considering that employment is the best way to integration, and, at the same time that mechanisms that guarantee incomes must promote labor insertion for people suffering from exclusion.
- Attention to any situation of dependency or lack of autonomy, be it health, economic or social reasons.
- The promotion of equal opportunities and real and effective access to resources, rights, goods and all kinds of services.
- The social cooperation, as a right of participation and personal aspiration, without which the previous targets shall never be reached.

To develop these levels of attention, the guidelines of the National Plan for Social Inclusion shall be of:

- Promoting access to employment and labor insertion for people in a situation or risk of exclusion.
- Avoiding the risk of exclusion mainly through new technologies adopted among the less favored population.

In fact, the Spanish Plan offered a joint vision of the programs and interventions carried out by the different social actors within the social inclusion area, but none of the existing structures of social protection were questioned or evaluated. Nevertheless, it may be regarded as an important achievement to create a synthetic map against social exclusion in Spain. The plan determined the principal responsibilities of the Territorial Plans for Social Inclusion to be developed in the 17 Autonomous Regions. The regional dimension of multilevel Spanish governance was increasing its leading role in fighting against social exclusion.

The II and III plans of Action (2003-05 and 2005-06) presented a major precision in their proposed measures, as well as certain changes concerning resources.

➤ **Social Exclusion**

To be excluded implies ... a person, a group, a sector, a territory, being excluded from participating...in a system or social, political, cultural or economic environments,

without real access to relations, not participating in decisions, or in the creation of goods and services...

As far as that is concerned, social exclusion is not only about poverty or social inequality but also it included different social work services concerning unemployment subsidies refers to a more extended problem where the real question is to participate in the society. Thus, the difference is the distance between those who are taking part in social dynamics and reaping benefits from it and those who are being excluded and ignored by the same social dynamics. Also, it implies being alert to the effects of social evolution and the risks of a breach in social cohesion.

➤ **Welfare State. Social Policies**

The origin of the set of social policies in Spain has arisen from other European country models, together with the will to offer citizenship a set of social policies. Undoubtedly, it was also an attempt to correct the imbalances that the capitalist liberal system has raised.

Among the factors that influenced the Welfare State model, we can distinguish:

1. - Economic Factors.
2. - Political Factors

The Welfare State may be defined as the satisfaction of some needs, considered primary, provided by public powers.

The pairing of employment and welfare has been constantly studied in Spain. Historically speaking, the existent delay of social policies when compared to other elements is fundamentally due to the priority given to economic factors as a key element to achieve as much stability and social cohesion as possible. Therefore, this hypothesis has generated major inequality between populations given that social policies have been the “wag wagon” of the economic system. During the first half of the 20th century, a “shy” system of social protection was under construction, in a poverty context.

Following the experience of the last decades, it has become clear that it is possible to reduce social exclusion in Spain when it included different social work services concerning unemployment subsidies ever, during the same period, the employment growth is related to an increase of social services breaking social exclusion during the period of crisis through the development of welfare politics.

➤ **Employment Policies**

The Spanish Constitution defines the basic legislative activity as an exclusive ability of the State, allowing the Autonomous regions (CC.AA) to carry it out. Nevertheless, the CC.AA also develop their own programs of employment promotion and economic development, whenever they do not invade spheres that are attributed exclusively to the State, in particular in terms of legislative activity. Besides, the Local Corporations are not able to legislate on employment but they can execute different actions to promote employment and local development, while respecting the state labor of regulation. In this frame, the Ministry of Labor and Social Affairs (MTAS) is the responsible organization for coordinating the employment policies design, which are integrated every year within the National Action Plan for Employment (PNAE).

The National Institute of Employment (INEM), under the MTAS umbrella, is the responsible organization for coordinating the different programs of employment promotion as well as their coordination and evaluation.

The starting point for the analysis of the territorial policies referring to employment promotion as a frame reference is the model of Autonomies that included different social work services concerning unemployment subsidies that is present in the 1978 Spanish Constitution. The constitutional text integrates the political desire to decentralize the state model where the political, cultural and social diversity of the autonomous regions is recognized through the establishment of a political model that promotes the equality of civil and labor rights in the whole territory of the State. In terms of labor, this model has progressively been developed within the set of the active policies of employment of the autonomous regions.

The regional administrations have a wide range of possibilities to execute the employment policies; although they are limited by the respect to the diverse and general rights of the State, such as:

- The constitutional element of “unity of the national economic order”.
- The unity of the legislative activity in the national territory.
- The unity of the social security system.
- The Unitarian character of the public system, which is held as a whole to protect all citizens.

In this sense, the autonomic model – even if it tends more towards a major proximity between employment measures design and the local level- raises at the same time some questions about what performances may hinder the effective achievement of an economic unity or the equality and solidarity guaranteed by the Constitution.

Equally important, in political terms, is the increasing importance of the so-called “second decentralization” (from the autonomic level to the local one).

2.4. Preliminary Conclusions

From the social and employment policies point of view, the Spanish recent history provides helpful references to help us clearly see their non-existent relationship. Undoubtedly, we must refer to a relationship because social exclusion and the lack of employment opportunities are “walking side by side”. Nonetheless, it is true that unemployment is not the only reason that could explain social vulnerability as a better coordination between social policies and employment increases in social integration.

Following the recent events, we can affirm that the constant is the same as ever: a total lack of coherence in the implementation of coordinated, transversal and complementary policies. Furthermore, there is no real participation of the citizens in social networks.

The result is a system that still shows economic elements as its key-element, that supports a social welfare action based on protective and paternal state, careless with the community potential, and that does not assume its social responsibility.

3. Castilla- La Mancha Social Policies

Since the proclamation of its Status of Autonomy in 1982, Castilla- La Mancha has been setting different measures and actions through different Laws, Decrees and Plans, while putting together fundamental issues about employment and social services.

In spite of designing common and integral policies that intended to strengthen citizenship, these were not able to reach the expected results in terms of common, global and complementary actions. The historical pathway is an excellent instrument from which different evaluative elements can be extracted that will allow to set transversal and common lines on social policies and employment. We must remember that the theoretical frame intended indeed to establish common connections between social policies and employment. Even if all purposes have not been achieved, only an evaluation will help to identify the problems, mainly those concerned with the circumstances and consequences of the lack of complementarities/coordination in the set of regional politics.

Period	Historial and Political Pathway
1981-1985	1981. - The Pensions of National Fund of Social Assistance were assumed. 1982. - The "organic law" 9/82 (August 10) of the Autonomous Statute of Castilla- La Mancha. New ability for Social Services. 1983. - The provincial Delegations of Social Welfare were created. 1984. - The services of social protection to women were established. 1985. - The Law 7/85 of Local Services was established and became obligatory for municipalities with more than 20.000 inhabitants.
1986-1991	1986. - Law 3/86 (April 16t) of Castilla-La Mancha Social Services. 1987. - The Social Care Regional Fund established its subsidies. 1988. - Signatures of the Coordinated Plan of the Social Services Territorial Structure. 1990. - Regional Plan of Solidarity. Decree 143/90 on minor's protection. The Board of the Castilla La Mancha Social Services was also created. 1991. - Establishment of the Social Services Map assuming responsibilities on benefits for non-contributory services of retirement and invalidity.
1992-1995	1992. - Subsidies for Coordinated Plan areas and PRAS. Beginning of the Social Tourism Program. 1994. - Law 1/94 of Accessibility. Law 3/94 for social beneficiaries protection. 1995.-Law 5/95 of Solidarity. The first regional plan on Social Integration. Law 4/95 of Volunteer.
1996-2005	1997-2001.: I Plan Of Regional Social Integration in Castilla- La Mancha 1998. - Decree 23/98 (March 30) establishing the social services' different departments.

<p>1999. - Law 3/99 of Minors.</p> <p>2000. - "Organic law" 5/2000 (January 12) establishing juridical responsibility of minors and social services teams and also assuming new functions.</p> <p>2002. - Law 15/2002 (July 11) on drug addiction and other addictive problems.</p> <p>2004. - Decree 287/2004 (December 28). Regulation on social services departments and the area regional structure.</p> <p>2002-2005. - II Regional Plan of Social Integration in Castilla- La Mancha.</p>

➤ I Plan of Social Integration in Castilla- La Mancha (1997-2001)

It set the functions and developed insertion programs, which up to a certain point allowed the Social Services Public Network of primary health care, together with the participation of social initiative, to start direct intervention programs and make labor and social habits easier to favor labor and the social integration of excluded people, mainly those showing a serious alienation risk.

➤ II Regional Plan of Social Integration de Castilla La Mancha (2002-2005)

This II Plan was intended to extend the scope of social services and improve their efficiency, as well as offer an integral and coordinated answer that would contemplate a general and coordinated participation of the employment regional services such as housing, education and health.

The 1.052 projects integrated within the frames of the Social Integration⁴ Plan that were developed in this period, as well as their contents, considered from an intervention process, were based upon the following premise: *the integral performance when facing any problematic situation that could affect people or groups, although adapted to the particular characteristics of each of them.*

This Plan gathers fundamental aspects, at least in theory in terms of social intervention:

- The proposal of an initial diagnosis as an element for the later design process.
- Innovation, integrity and flexibility of the realized performances.
- A major importance regarding social services on which it depends.
- Coordination between the different levels of the affected administrations.

⁴ II PRIS Evaluation Report" EAPN-CLM 2007.

- Design of Social Integration Local Plans.

In parallel to the II Regional Plan of Social integration, was developed the Regional Agreement on Employment, signed by the social agents (trade unions and businessmen). It was a real hope and promised to promote (financed by the FSE Operative Program 2000-2006 in Castilla-La Mancha) the active employment policies, better said, the occupational training process and the labor counseling to unemployed or those looking for employment improvement.

These policies implied an important deployment of economic and human resources, which promoted the occupational training at an unseen pace. It is important to say that Castilla-La Mancha is a “leading” community in terms of education when compared to other European communities (more than 30% of compulsory education students do not finish it). Given the requirements of the FSE, the occupational training presents itself as a key element on which we need to work especially in Castilla-La Mancha where an important part of the population with no studies or with low educational abilities is not able to succeed in the training courses of occupational training that are organized with employment elements (schedules, permanence, effort and dedication).

This situation of involuntary support to situations of sociolabour exclusion from different actors who are working directly in the territory and from the administrations on which they depend is creating groups that, in spite of being directed to job offers, are not able to maintain it, because they do not acquire the employability needed by the employers, hence, generating more feelings of frustration in both directions (users, employers and labor facilitators).

At this point, the following questions may lead to eventual solutions to problems:

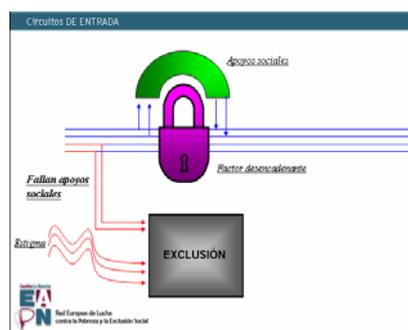
- What are the characteristics of people experiencing poverty and exclusion that avoids their access to and preservation of employment?
- What kind of performances must we develop to enable them to leave such a situation? Labour integration is an indispensable condition to achieve social integration. The integration itineraries are sufficient tools to achieve this integration? What must be the relation between the different socio-labour actors of the territory?

We have valid hardwares to face socio-labour exclusion.

If they are sufficient, how must we effectively implement them? There are limits to the current model of socio-labour inclusion.

Poverty supposes that persons who suffer from it are unable to have access to the necessary resources to realize a few minimal activities concerning their survival, health, reproduction, social relations, knowledge and social participation. It is a static element. The basic features of the process of impoverishment suggest that poverty has structural causes. It remains unchangeable through time. It is dynamic and supposes basic needs dissatisfaction.

The phenomenon of social exclusion is tied to the concept of the rupture of social ties and the enjoyment of the social rights (the term to exclude comes from the Latin *excludere*, “to discard, to push back or to deny the possibility of something”...). It is also defined as having a structural, dynamic and multidimensional character, and happens to be one of the biggest and most serious mark for a good



number of persons, groups or territories, which is also implied when speaking about the processes of inclusion, insertion and integration⁵... Next, we prove what the process of exclusion and inclusion is, as described by the beneficiaries of policies of social inclusion⁶ through diverse seminars and in-depth interviews, through the following conclusions that we graphically exhibit. As the information presented by diverse contributory reports shows, among them are those of major incidence on a global scale⁷, social exclusion is a multicasual phenomenon and is in clear ascent. It implies as many internal causes to the individual himself as external, such as those concerning his political, economic and social environment and it also tends to perpetuate over the course of time.

The economic model also believes in an area of vulnerability, which is characterized by the employment instability, hiring temporariness, complementarity with the submerged economy and small botched jobs. In epochs of economic recession, this population stripe is directed to exclusion. Finally, there is an area of integration characterized by stable work. This area is always minor. Also, over the last years, it has been confirmed that employment itself is not a social integration guarantee and a good example of that are the so-called poor work-people, who, even though they have employments that are recognized administratively, do not reach the necessary income

⁵ Estivill Pascual, J.(1994): “Evolución del impacto de las políticas sociales de la comunidad: Exclusión Social. Fundación La Caixa, Barcelona.

⁶ EAPN-CLM Study: Beneficiaries Participation in projects of Social Integration. 2007.

⁷Human Development Report 2005, UN.

or continuity in employment that allows them either to access the existing normalized resources in their environment nor the rights and needs required for citizenship.

Unemployment is one of the main social factors of exclusion. Through employment, the necessary revenue, rights to social protection and social recognition are acquired. In this way, three basic needs are covered: survival (clothing, feeding and housing), safety (before illness and society) and relations (self-recognition and social recognition). But for our ends of social integration of groups experiencing exclusion, not every employment serves us. In this sense, let us briefly analyse different forms of “employment” that can turn out to be relative to us but that do not always lead to integration: The employment concept alludes to the wage-earning, regularized work, which allows the satisfaction of the basic needs.

In this sense, it seems necessary to enrich the debate on complementary measures to access employment such as the active revenue of insertion⁸ that must be put into practice to allow the satisfaction of the basic needs: If the route to employment is not sufficient, which for many authors is the future we are facing⁹, innovative or new measures such as universal revenues or revenues of citizenship, new environments of democratic and social participation, universal access to social protection, etc.. Must be carried out.

Introduced in the nineties, and still valid today, labour integration as a key element against poverty and social exclusion presents itself as relevant as it was proposed in European Strategy of Employment. It was developed from the White Book of Delors which was exhibited in the 1994 European Council of Essen. Among its targets, four main guidelines arose that pronounced a character of support and promotion to labour integration in the 2000 Summit of Lisbon, which crystallized in the following key elements that are still valid since they represent and guide the current Operative Program of European Social Fund of Castilla-La Mancha 2007-2013 that we define and describe next:

- The managerial spirit by generating a favourable climate to stimulate business undertakings and with it more and better jobs.
- The employability by, for instance, modernizing the educational and formative systems.

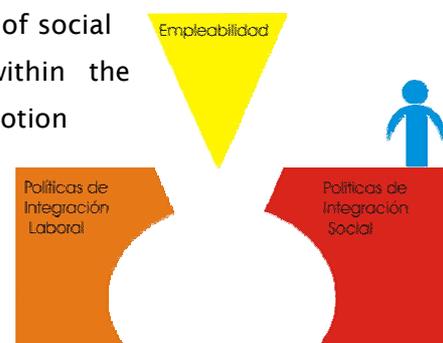
⁸ The Council of Ministers has approved a Royal decree to regulate the Program of Active Revenue of Insertion. The RAI revenue is assigned to unemployed people with special economic needs and difficulty to find a job (a minimum of 66.000 unemployed people).

⁹ Rifkin, J.: “El final del trabajo”. Ed. Paidós. Barcelona, 1996.

- The adaptability by modernizing and adapting regulations, companies and workpeople to the needs of the labour market.
- Equal opportunities by fighting against the differences between men and women and promoting a positive discrimination in this environment.

We often see diverse actions and programs that do not stop providing people with the employability and contractibility that the labour market needs for convergence in the same territory and on the same persons. From what we can perceive, it is not a question of the scarcity of resources since the devices of employment and social welfare evolve and come to the persons. Therefore, we believe that despite the existing legal recommendations of interadministrative collaborations, the bridges between the different policies do not take place.

For example, a meeting point between the initiatives of social integration and labour integration, specifically within the actions developed in the frame of Axis 2 of the “Promotion of the Employability, the Social Inclusion and the Equal Opportunities between men and women”, has been developing the project **Medidores Interlaborales** since 2005 in coordination with the *Dirección General de Acción Social y Cooperación Internacional*.



Proposals

1. The first proposal recounts to the governance of the Plan and the responsibility that every area of administration has in the development of its functions for promoting social inclusion. “Not everything is the responsibility of the Social Services”, that is to say that it is necessary to work the employability with the resources of the administrations of training and employment and to accompany social actions with the resources of social integration.
2. The second refers to the need to understand exclusion not in the context of groups but for identifying the factors that determine that a vulnerable situation exists.
3. The third alludes to the adequacy of the services offered to the existing situations of social exclusion.

4. The fourth alludes to the coherence that must exist in the execution of PRIS on a regional level in all the performance environments that are carried out under the same criteria for all the performances.
5. The fifth alludes to the convergences / differences that exist among the different environments for which it is necessary to act when facing situations of social exclusion and the need to realize an integral collision, something that the Plan must answer to.
6. The sixth alludes to the distinction presented between the method, the strategic options that guide the intervention and qualification of the type of performance, and the methodology, skills and concrete operative decisions adapted to every situation, modifiable during the proper trajectory of the action.
7. Finally, the seventh concerns problems of knowledge. It is necessary to be provided with suitable information systems and records with indicators that make the evaluation possible but it is not necessary to reduce the real situations in which persons live to the formalization of the information that they allow to register. The above mentioned remains reflected in the phrase chosen for the presentation of the III Jornada: "Nobody will be able to say that a warm and happy nest will go a long way in developing very big persons. The maladjustment to the imperfect thing is what improves the man". The continued collection of states of imbalance, where innovation and change take place, will allow in generating a new order, a new reality that, if it is not treated well, will retract to the "old way" of understanding and acting. (Víctor Renes - Cáritas Spain).

CONCLUSIONS

There is a need to establish common strategies and concrete actions of coordination between the set of social policies and employment with the only purpose of finding ways to unite efforts in promoting social inclusion and eradicating poverty. The project "Bridges for the inclusion" contributes to the set of policies with a direct relation with groups in a situation of or at a risk of social exclusion. It presents an analysis that allows establishing agreements and common methodologies by means of a brief analysis of the *love - hate* relation between social policies and policies of employment in Europe, Spain and, more specifically, the autonomous region of Castilla- La Mancha. As the present information shows, the "parallel" relation between policies did not make possible a methodology of common, complementary, enriching intervention and property development company of proposals of social inclusion. We understand that this is a good moment because there never is a better moment to improve the employability levels of / grasp of citizens who, for different reasons, are excluded from the labour market, which makes them citizens of a second degree.

Along with the report, the complexity level remains exposed at the time of designing common proposals but undoubtedly it also reflects different hardware ways to establish common policies. Local development and the participation of the community are two aspects to bear in mind when designing common policies. The relation established between the local and regional administration ... the wager of the set of social initiatives on a work in the network and the development of initiatives of social economy such as the model of work inspired by the base participation of the community must be essential elements in the design of social inclusion strategies.

In this sense, looking at the proposals concisely, companies of insertion are postulated as companies of integration, generating formative, complementary and innovative support of employment. Given the present situation, it becomes essential to look for new models of intervention, alternatives to the current social policies, a complementarity in the performances of the public administration, a commitment from social entities, the participation of the community in its inclusion process and, especially, a consensus in the implementation of the performances of the agents, being that they and we have the duty to look after the eradication of poverty for the sake of solidarity, equality and social inclusion. The project PROGRESS is framed within this context, looking for bridges that guarantee at least a situational analysis to establish medium-term strategies that propose to others the companies of insertion as a model of social inclusion.

SOCIAL CLAUSES

The inclusion of certain criteria is understood by social clauses within the processes of public hiring through which they come together for the aspects of social policy, such as the promotion of employment of persons living in a situation or risk of exclusion in order to facilitate their process of socio-labour insertion. This is fundamental and the development of social clauses must be complemented along with sensitization programs so that citizens understand that their contribution as well as that of the administration starts with buying services with equal or better quality than sub-standard products for who does not ask for “welfare help”. However, our system, based on an exaggerated consumerism, should favour major social integration quotas.

THE ENTERPRISES OF INSERTION

Enterprises of insertion are productive structures that work on the market producing goods and services with the additional target of socially integrating their work-people. They act like companies of transit where you present yourself with difficulties of socio-labour insertion and develop the necessary capacities for the performance of a work by means of the formula "learning to work. “The Social Organizations indicate the importance that employment has to achieve social insertion. One of the mechanisms that were found to achieve this target were the Companies of Insertion, which are productive structures that have the additional target of the socio-labour integration of their work people.

The Enterprises of Insertion work on a new model of intervention that combines and complements the employment policy with the social, formative policy ... and that of hiring works and public services as the target of insertion for the work is not a welfare problem anymore but a problem of employment and, therefore, a company problem where the social strategies are not encapsulated in a separated and protected alveolus anymore. However, they must integrate in an active and dynamic way into the strategies of production and of the companies.

WHO MUST ENCOURAGE THEM AND HOW?

The promotion of the enterprises of insertion departs from different fronts, which are complementary among themselves

The enterprises of insertion have services of intervention and social accompaniment performed by the competent Public Social services to carry out the performances with the work-people hired by the same companies and also to apply the itineraries and

processes of insertion of the work-people provided by the Public Services of Employment¹⁰.

Social impact of the EI

When one speaks about social impact, two key ideas appear: on the one hand, the existence in our society of a strong inequality that the State and the market are not able to relieve and, on the other hand, the strategies and actions needed to face this situation. In this way, when we speak about social impact, we refer to an action that favourably affects our society. More specifically, in the case that concerns us, the most significant result of the intervention of the EI as agents of social inclusion is the aptitude to integrate, in terms of labour, persons who are at a risk or run the risk of being in a situation of social and labour exclusion. The target of the EI is to offer a labour opportunity to persons who are especially vulnerable before the logic of the labour market and to accompany them when they join this market. The EI have, therefore, an impact as creators of occupation for persons who, given their vital trip, economic situation or social environment, do not have either an easy access to jobs or capacities, aptitudes, personal attitudes and sufficient professionals to support an employment with successful guarantees.

Nevertheless, we cannot observe this reality without wondering about future challenges: presently, we do not know the real impact of this insertion with sufficient objective information. Specifically, we do not know how these persons are supported on the market over the course of time, if indeed they stabilize their labour situation and, therefore, we do not know if we can speak about a social integration definitively. In this way, we think that it would be very positive to impel studies so as to allow to know the quality of this long-term labour insertion and, therefore, of the consolidated social impact. Another key element to social impact is the saving which the action of the EI bears upon the society. For some time, approximate studies have been made to know the weight of the economic saving of these companies. To begin with, the saving it represents for public administrations is the fact that EI hire persons who, in many cases, were receiving some type of social subsidy or subsidy as a result of unemployment, together with the expense of the accompaniment that they were receiving from the corresponding social services (social, educational workers, etc.), which tremendously reduces the public expenditure in both senses.

¹⁰ Law 44/2007 of December for the regulation of the enterprises of Insertion.

Key concepts:

- ✓ Cooperation or partnership: participation among national, regional and local authorities I join of the Commission of the European Communities and the economic and social speakers (workers / experts from trade unions, associations of businessmen / experts, Universities, NGO's, private sector, etc.) or cooperation between all agents involved in regional matters in every phase of the programming and in every performance of the EU.
- ✓ Social exclusion is clearly connected to New Poverty so that the phenomena concerning poverty are comprised in the term exclusion but not the other way around: poverty refers to a more quantitative definition concerning the scarcity of resources and a more economic one that is tied to monetary income.
- ✓ Precariousness: process for which the population volume increases in situations of underemployment, social sub-protection and sub-integration while simultaneously worsening its living conditions. Precariousness sometimes leads to relative poverty. Dual society: it is the effect of long duration unemployment, insufficient social protection and relative poverty. Dual society would be the effect of all these in a segment of the population.
- ✓ Excluded population: part of the dualized population, it remains excluded not only from the employment system but from other systems of social protection (formation, education, health...).
- ✓ Alienated population: situation of absolute or very severe poverty, stigmatization, criminalization and segregation.
- ✓ Exclusion "versus" citizenship: the latter is one of the human rights. The right of the individual to integrate himself in the society and its duty to integrate the excluded ones. I use: it alludes to the wage-earning, regularized work, which allows the satisfaction of the basic needs.
- ✓ Protected employment: it is that which, in virtue of personal circumstances of disabilities or other personal handicaps, is provided with a subsidy to make it possible.
- ✓ Submerged employment: representative of the submerged economy also called non- declared work. It is completely deprived of regulation and rights for the unprotected.

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