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### I. Caritas and FOESSA's observation of the reality of poverty

Caritas analyses the reality of poverty, based on, among other sources, the FOESSA<sup>1</sup> Report, a comprehensive source of information on exclusion and social development in our country. For over 12 years, the FOESSA report has measured living conditions through a multidimensional approach, which aims to reflect the elements that make up the basic pillars of life. This is impossible to measure with a simple poverty rate, or with the At Risk of Poverty or Social Exclusion (AROPE) rate which looks at three indicators (poverty, material deprivation, and low work intensity). To measure social exclusion, we use 35 indicators that measure participation in employment, income capacity, access to basic rights such as housing, health, education, political participation, and which measure the absence of social ties (solitude) and conflictive social relations.

In this way, we get an indicator that better encompasses social reality, one that better measures the living conditions of families and individuals, and one that is more sensitive, which is crucial for identifying the most extreme forms of poverty.

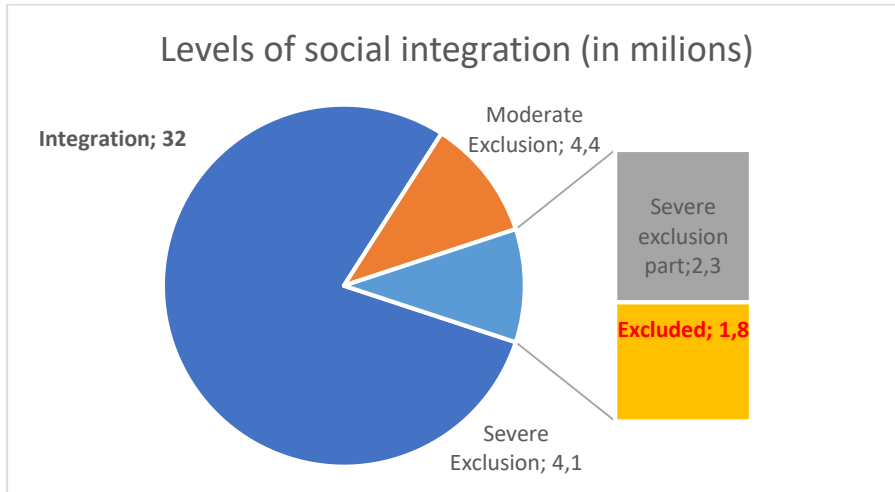
### 2. The 'expelled society' as an embodiment of extreme poverty in Spain

Social exclusion has become entrenched in the social structure of Spain. Today the number of people in **social exclusion in Spain is 8.5 million**, 18.4 % of the total population, and 1.2 million more than in 2007. It is what we call the stagnant society, a group of people for whom the social mobility elevator does not work and is not able to move up even to the first floor. Within this excluded population, there is a particularly vulnerable group which accumulates so many problems in daily life that prevents it from having a minimally structured life project, there are **4.1 million people** in this situation of severe social exclusion.

At the extreme end of severe social exclusion, there exist the particularly worrying reality of **1.8 million people who accumulate a certain amount of difficulties that places them outside of society, who we call the 'expelled society'**. They are the group plagued with inequality and precariousness in its various forms: lack of access to housing, insecure and inadequate housing, persistent unemployment, instability and extreme precarious employment, lack of access to citizenship rights and its invisibility to political parties. They are people concerned only in being able to survive on a day-to-day basis and to whom protection mechanisms are probably no longer effective.

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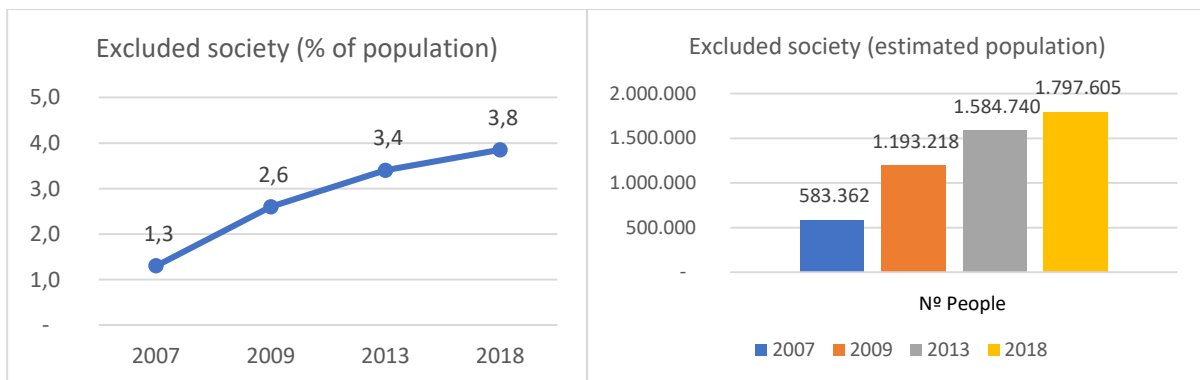
<sup>1</sup> Promotion of Social Studies and Applied Sociology. More info at: <https://www.foessa.es/quienes-somos/>



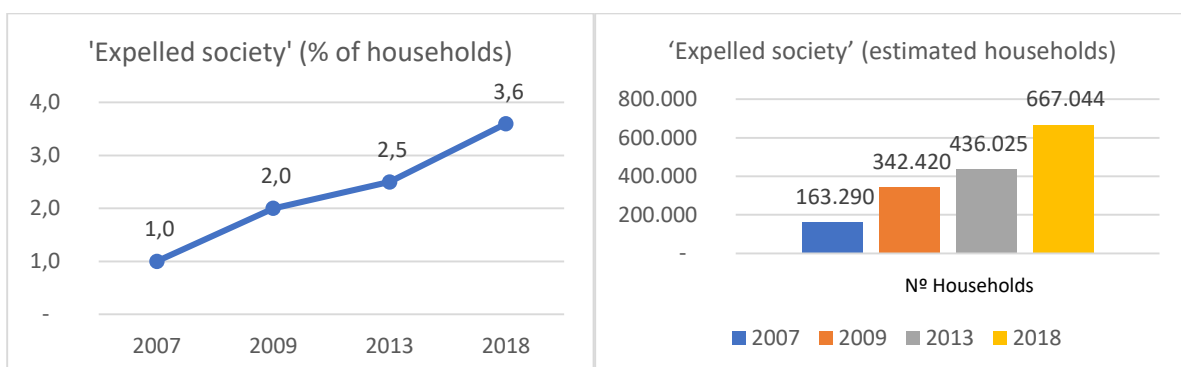
## 2.1. The progression of the ‘expelled society’

The ‘expelled society’ has grown incessantly from 2007 to the present moment, from almost 600,000 people in 2007, to 1.2 million in 2009, and to 1.6 million in 2013.

This ‘expelled society’ has continued to grow in recent years, even at the stage of economic growth, from 3.4 % in 2013 to 3.8 % in 2018, increasing in the 5 years of economic recovery by more than 200,000 people.



When analysing the same progression in the households that make up the ‘expelled society’, we discovered a more pronounced increase in the last 5 years, that have gone from 430.00 families in this situation in 2013 to 670,000 families in 2018.



## 2.2. Profile of families and people suffering from expulsion from society

The profile of the majority of the main breadwinners of the ‘expelled households’ in Spain is:

- Gender and age: 63% are males. 42% is in the 45 to 64 age range.
- Educational level: 36 % have not completed their studies, and 34 % have only attained the compulsory education level.
- Work activity: 32 % unemployed and another 32 % employed.
- Nationality: 85% are Spanish or from the EU.
- Situation in relation to economic poverty: 44 % of families suffer from severe poverty, almost 12 % are in relative poverty, and the remaining 44 % are not below the poverty line

Despite the fact that the ‘expelled society’ is mainly made up of Spanish nationals or from EU countries, 15 % of the ‘expelled society’ are non-EU nationals. This group has some characteristics that should be highlighted:

- There are 404,000 people in the ‘expelled society’ without the right to vote (22 %), while on society in general is three times lower (7.6 %)
- Ethnic discrimination multiplies by more than 3 its impact on people who are part of the ‘expelled society’. Almost 15 % of those expelled have suffered discrimination on ethnic grounds (266,000), while among the general population the impact is lower (4.5 %)

|   | % involvement of Society in General | % involvement of Expelled | Affected ‘expelled population’ | Ratio |
|---|-------------------------------------|---------------------------|--------------------------------|-------|
| <b>No right to vote</b>                   | 7,6                                 | 22,5                      | 404.000                        | 3,0   |
| <b>Has suffered ethnic discrimination</b> | 4,5                                 | 14,8                      | 266.000                        | 3,3   |

On the other hand, a very pronounced characteristic among the ‘expelled population’ is its low degree of citizen participation, both in elections and in civil society organizations. The number of people who do not participate in political elections (do not exercise their right to vote) or in any associative movement or civil society organization is multiplied by 3. Thus, within the ‘expelled society’ there are 335,000 people without socio-political participation (18.6 %) while that percentage is reduced to 6.1% among society in general.

|   | % involvement of Society in General | % involvement of Expelled | Affected ‘expelled population’ | Ratio |
|---|-------------------------------------|---------------------------|--------------------------------|-------|
| <b>No socio-political participation</b> | 6,1                                 | 18,6                      | 335.000                        | 3,0   |

## 3. The human right to adequate housing in the ‘expelled society’:

### 3.1. Adequate housing:

The conditions of access and tenure of housing reflect situations of extreme gravity among the ‘expelled population’, reaching a large part of these families and the living conditions they suffer are especially negative.

The focus on exclusion in the housing dimension is made up of 8 indicators (substandard housing, serious construction deficiencies, unhealthiness, overcrowding, precarious tenure, degraded

environment, households with people with reduced mobility and architectural barriers, and excessive expenditures in housing). In society as a whole, 23.7 % of the population is affected by some indicator of this dimension, a figure that rises to 60 % of the ‘expelled population’. This shows how ‘expelled society’ population is severely affected by this dimension.

Excessive spending on housing is multiplied by 4 among people living in the ‘expelled society’. 40 % of these families (724,000) suffer from excessive expenditures related to housing that plunges them into extreme poverty (less than € 288 per unit of consumption).

The international ETHOS classification regarding housing exclusion allows us to analyse the suffering with regard to the exclusion of housing in two ways: insecurity and inadequacy of housing<sup>2</sup>.

The insecure housing multiplies by 5 its impact among the families of the ‘expelled population’. 22 % of these (400,000) suffer from insecure housing. Inadequate housing affects the ‘expelled society’ more intensely, multiplying by 3.5 the impact observed on society in general and reaching 35 % of these families (624,000).

At the extreme end of the residential exclusion, we find those families that suffer the concurrence of insecure and inadequate housing, whose impact among the ‘expelled population’ is multiplied by 11 and reaches 14 % of these families (253,000). As well as those people who do not have housing and who live in situations of homelessness (estimated volume of 33,725 people).

|  | % involvement of Society in General | % involvement of Expelled | Affected ‘expelled population’ | Ratio |
|--|-------------------------------------|---------------------------|--------------------------------|-------|
| <b>Some indicator of the housing dimension</b> | 23,7                                | 60,0                      | 1.000.000                      | 2,5   |
| <b>Insecure housing</b>                        | 4,5                                 | 22,3                      | 400.000                        | 4,9   |
| <b>Inadequate housing</b>                      | 9,9                                 | 34,7                      | 624.000                        | 3,5   |
| <b>Inadequate and insecure</b>                 | 1,2                                 | 14,1                      | 253.000                        | 11,8  |
| <b>Excessive expenditures</b>                  | 11,0                                | 40,3                      | 724.000                        | 3,7   |

### 3.2. The Right to Energy as part of the content of the Human Right to adequate housing.

With regard to access to the Right to Energy—and Energy/Fuel Poverty as an expression of situations in which this right is violated—we start from the consideration that energy poverty is another expression of situations of poverty and exclusion. The ‘expelled society’ suffers these situations more intensely and extensively. If we consider the indicators that the EU Energy Poverty Observatory manages in its measurements, we observe that in all cases this group of the population sees this right violated much more significantly than society in general.

Thus, we find that there are 824,000 people within the ‘expelled society’ who fail to maintain their housing at an adequate temperature, although there are 843,000 ‘expelled’ for whom the energy bill represents a disproportionate expenditure with respect to their income. In both matters, as well as in the case of delays in the payment of supplies, the ‘expelled society’ is affected three times more than society in general.

<sup>2</sup> Insecure housing: Living in a home without legal title (living temporarily and involuntarily with family or friends, living in a home without a lease, etc.), legal notice of abandonment of the housing, living under threat of violence by a member of the family or the partner, etc. Inadequate housing: Living in temporary structures, settlements, shacks, caves, etc., without adequate access to public supplies (such as water, electricity or gas), living in overcrowded situations, living in a dwelling not appropriate according to state legislation, etc.

As for the energy inefficient housing, the ‘expelled society’ is also affected almost three times more than society in general, which causes 213,000 ‘expelled’ (11.8 %) to live in inefficient housing from an energy perspective.

|   | %<br>involvement<br>of Society in<br>General | %<br>involvement<br>of Expelled | Affected<br>‘expelled<br>population’ | Ratio |
|---|--|---------------------------------|--------------------------------------|-------|
| Inability to keep home adequately warm & cold | 16,2   | 45,8                            | 824.000                              | 2,8   |
| Arrears on utility bills                      | 9,8  | 31,5                            | 566.000                              | 3,2   |
| High share of energy expenditure in income    | 16,9   | 46,9                            | 843.000                              | 2,8   |
| Hidden Energy Poverty                         | 9,0  | 13,5                            | 243.000                              | 1,5   |
| Energy inefficient housing                    | 4,3  | 11,8                            | 213.000                              | 2,8   |

### Analysis of public policies and legislation:

**State legislation:** during the years of housing emergency (2008–2015) different regulatory instruments were carried out (finally included in Law 1/2013, of May 14, on measures to strengthen the protection of mortgage debtors, debt restructuring and social rented housing <https://www.boe.es/buscar/act.php?id=BOE-A-2013-5073>) to protect mortgage debtor families (where people accessing housing with much less resources –rent–were not included). Until 2019 the Royal Decree-Law 7/2019, of March 1, on urgent housing and rental measures was not approved (<https://www.boe.es/buscar/doc.php?id=BOE-A-2019-3108>). However, it does not regulate the rental price in stressed areas and does not fully implement the opinion of the ESCR Committee regarding the protection of vulnerable people from the loss of their housing. [https://tbinternet.ohchr.org/\\_layouts/15/treatybodyexternal/Download.aspx?symbolNo=E%2FC.12%2F61%2FD%2F5%2F2015&Lang=en](https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolNo=E%2FC.12%2F61%2FD%2F5%2F2015&Lang=en)

**In reference to the Right to Energy as part of the content of the Human Right to adequate housing:**

Royal Decree-Law 15/2018 on urgent measures for energy transition and consumer protection and the National Strategy against Energy Poverty 2019–2024. The first one reforms the existing system by extending coverage and protection against the cut of supply in case of non-payment for some groups, but it does not solve one of the main barriers to the right to energy: the processing of the application and its approval remains in the hands of private energy service companies through a complex process that limits the access especially of the most vulnerable population. For its part, the National Strategy, has proposed reforms of the social protection mechanisms (to address universality of energy sources and automation of the concession), but did not define clear deadlines to carry-out the reform. The Strategy also proposes measures to improve energy efficiency in housing, but do not compromise a specific budget and how the landlord-tenant dilemma will be solved. Nor does it propose any measures aimed at acting on energy prices, which is a key element in the solution.

**Spanish Urban Agenda (AUE):** strategic document of the Ministry of Public Works and Transport, without the rank of law and without economic budget (<http://www.aue.gob.es/>). It contains actions for individuals and families in situations of exclusion and vulnerability, and their indicators in the development of their specific objectives 6 (Promote social cohesion and seek equity) and 8 (Ensure access to housing).

**State Housing Plan 2018–2021:** although in the words of the Ministry of Development (diagnosis of the AUE) the State Plans have for decades gambled "*decided by the property*" and "*public social housing parks, especially the rental ones, being practically non-existent*". In the current (<https://www.boe.es/buscar/pdf/2018/BOE-A-2018-3358-consolidado.pdf>) priority is given to the

promotion of rent and the promotion of rehabilitation. Including as a novelty the situation of vulnerability the loss of housing (mortgage and rent). Of course, "the memo of the plan" has as real support the decrease in social housing from 63,990 in 2008 to 2618 in 2017 and a budget of 1143 million euros.

**Homeless Strategy:** effective 1st (2015–2020)

<http://www.mscbs.gob.es/ssi/familiasInfancia/ServiciosSociales/EstrategiaPersonasSinHogar.htm>

Without ministerial budget and without territorial implementation. Not containing the situations of ETHOS 3 and 4 (Insecure and inadequate housing) in their development and target population.

**Regional regulations:** between 2007 and 2018, social function laws and the right to housing have been implemented in Catalonia, Navarra, Basque Country, Andalusia, La Rioja, Cantabria, Canary Islands, Castile and León, Extremadura, Murcia, Valencia and the Balearic Islands. In almost all cases they appealed the scope of being subjective law and measures to recover the use of housing to the Constitutional Court by the Government for questioning the development of their social function. There is no pending sentence today. Its social function, the administrative (but not jurisdictional) field of subjective law and some measures related to the sanction of empty housing and temporary expropriation of use (in very limited cases), have finally been settled (in these sentences).

**Case law of the Constitutional Court:** the last Sentence issued in the area of the human right to housing and its protection, STC 32/2019, of February 28, in its foundation No. 6, and contradicting the application of the CESCER and its General Comment No. 7, establishes that we are not facing a fundamental right and that therefore art. 10.2 SC (Spanish Constitution) is not applicable by interpreting the norms related to fundamental rights and freedoms that the Constitution recognizes (that is, the contents in articles 14 to 29, plus the conscientious objection of art. 30.2) in accordance with the Universal Declaration of Human Rights and international treaties and agreements on the same matters ratified by Spain.

### Political proposals of Caritas Española:

**Human Right to adequate housing:** Adoption of public policies that give effect to the Human Right to housing for all persons and families that are in a situation of vulnerability and / or social exclusion and a legislative reform that protects vulnerable households in case of eviction. For this to be effective:

- It is necessary to proceed to the recovery and promotion of social housing of permanent public ownership and always of rent; considering it as public amenity and for these purposes, reserving significant percentages of land for non-residential use. Within these housing parks, sufficient social housing must be included for vulnerable people and families (without stable incomes or with incomes below the established minimum).
- Reform of the eviction procedure established in the Civil Procedure Act (CPL) for greater protection of vulnerable households in application of opinions and recommendations of the United Nations Committee on Economic, Social and Cultural Rights (CESCR).

**The Right to Energy as part of the content of the Human Right to Housing:**

- Design and implementation of a new protection mechanism that enables the detection and automatic granting of protection by public administrations and extends coverage both in terms of the population subject to the protection and the energy sources contemplated.
- Financing up to 100 % of low-cost investments to improve the energy efficiency of vulnerable households, and establish a regulatory framework that guarantees the realization of improvements in rental housing with low energy rating, accompanied by access to financial products with low interest and long-term repayment, whose granting would be conditioned to maintaining the amount of the rent or to an increase not superior to the CPI.
- Improve transparency and regulation of the energy sector, including the price shaping system.



## 4. Employment as a mechanism for integration in the excluded society

### 4.1. Employment

The crisis has left us with persistent proof that a job is no longer insurance against poverty and exclusion. This precarious employment and the daily demonstration that having a job does not take you out of situations of poverty and exclusion are realities that persistently affect the so-called ‘expelled society’. Within the ‘expelled society’, there are 1,116,000 people who work less than 20 % of what they could by availability either by part-time or by multiple discontinuous and intermittent contracts. The result is that this low work intensity, which affects a high percentage of the general population (18 %), is then multiplied by three (62 %) in the ‘expelled society’.

Unwanted part-time work, that is, the cases of people who have a part-time job because they cannot hold a full-time job is another reality that is generally very present in the population (56%) but that affects the ‘expelled society’ even more (68 %). Therefore, we have 1,226,000 expelled people who would like to have a full-time job, but must reluctantly accept a part-time employment.

|                                | % involvement of Society in General | % involvement of Excluded | Number of involved "excluded people" | Ratio |
|--------------------------------|-------------------------------------|---------------------------|--------------------------------------|-------|
| <b>Low labour intensity</b>    | 18,1                                | 62,1                      | 1.116.000                            | 3,4   |
| <b>Unwanted part-time work</b> | 56,6                                | 68,2                      | 1.226.000                            | 1,2   |

### 4.11. Unemployment

Unemployment remains an engine of poverty and exclusion in our society and the data and its comparison between society in general and those expelled are obvious and manifest. Unemployment is a reality that affects 27.8 % of the ‘expelled society’, which multiplies by 2.1 its impact on society in general (13.8 %). This means that there are almost half a million people, within this ‘expelled society’, who are unemployed. On the other hand, there are 579,000 expelled people living in a household where their main breadwinner<sup>3</sup> has been unemployed for over a year. This is a reality that affects 9 times more the ‘expelled society’ (32 %) than the society in general (3.6 %).

There are households that do not have income from work or contributory benefits and this reality affects the ‘expelled society’ 6 times more. 6 % of those expelled (640,000 people) live in households with no income from work or contributory unemployment benefits.

Another reality that is very present among the ‘expelled society’ is the households where all the economically active members are unemployed. This situation occurs 6 times more among the ‘expelled society’ than among society in general. Thus, there are 37.5 % of those expelled living in a household where all their members are unemployed (676,000 people) compared to 7 % of the general population.

As we have seen, unemployment is a reality that hits the ‘Expelled Society’ intensely, although the Welfare State has established protection mechanisms such as the contributory unemployment benefit or the unemployment allowance, the data reflect that these mechanisms are barely reaching the ‘Expelled Society’. Only 4 % of households where the main breadwinner is in long-term unemployment (579,000 people) receive some type of unemployment benefit or allowance, which leaves us with a large majority (96 %) without such protection (555,000 people).

<sup>3</sup> As main breadwinner, we understand the person that supplies the highest income in a household.

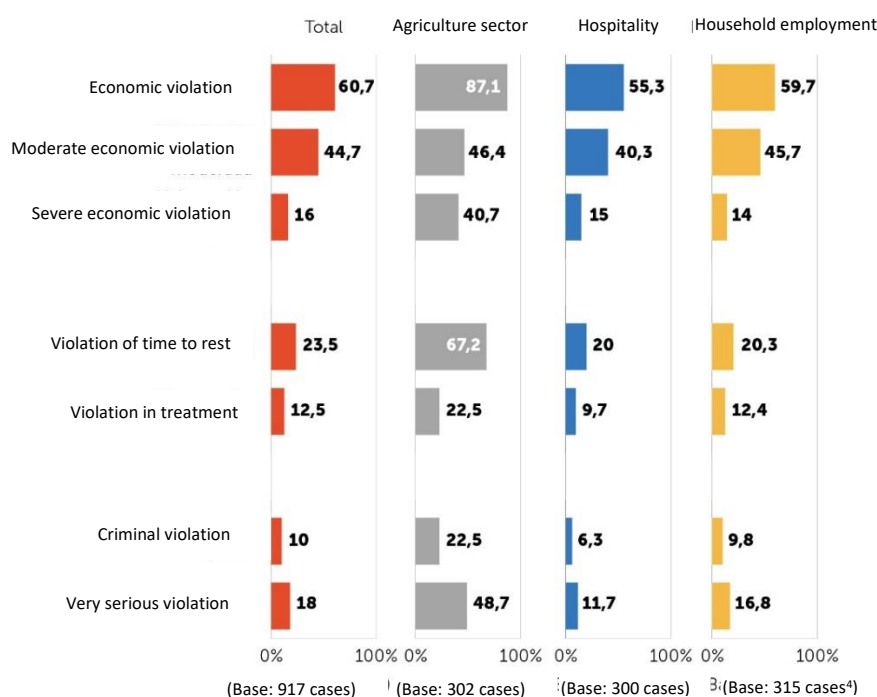
|   | %involvement of Society | % involvement of Excluded | Affected excluded population | Ratio |
|---|-------------------------|---------------------------|------------------------------|-------|
| <b>Unemployment situation</b>                                       | 13,8                    | 27,8                      | 499.000                      | 2,7   |
| <b>Main Breadwinner in long-term unemployment</b>                   | 3,6                     | 32,3                      | 579.000                      | 9,1   |
| <b>Households with no income from work or unemployment benefits</b> | 5,8                     | 35,6                      | 640.000                      | 6,2   |
| <b>All members of the household unemployed</b>                      | 7,0                     | 37,6                      | 676.000                      | 5,4   |

### 4.3 Labour rights violations

Violations of labour rights are, among others, a manifestation of job insecurity that lead to situations of poverty and social exclusion.

In 2018, Caritas presented the study “*labour rights violations in the agricultural sector, hospitality and household employment*”<sup>4</sup>, the result of the daily work of Caritas through the accompaniment of people working in these sectors.

**Indicators of violation of rights of workers**



Highlighted below, the most relevant conclusions of the study:

<sup>4</sup> 917 conducted interviews were distributed among the three sectors in some 30 provinces in Spain. The people interviewed were accompanied by Caritas, so the study is representative of the reality attended by Caritas. You may review it at: <https://caritas-web.s3.amazonaws.com/main-files/uploads/2018/10/Vulneraciones-de-Derechos-Laborales.pdf>

<sup>5</sup> **Economic violation:** the non-remuneration of overtime, the perception of a salary lower than the legal one, receiving salaries in a submerged economy or each person having to pay for themselves the protection elements or the tools necessary for the performance of their work. **Violation of rest:** not having days off or not having hours off in the day beyond those of the compulsory rest time or working very hard. **Criminally punishable violation:** the retention of your documentation, threats or even physical violence.



- Violation of labour rights in these three analysed production sectors has been “normalised”. Even though minimum legal protection standards apply to all the three sectors, labour rights’ violations are recurrent/labour rights’ violations persist. The situation within the agriculture sector being particularly worrying, as can be seen from the data in the report.
- People who work in them are unprotected and do not feel “legitimized” to access the rule of law. Only 5 % denounce them and almost 70 % do not do so for fear of losing their job or because they believe that the legal claim is useless.
- Administrative situation of foreigners working in these sectors is “indifferent”: whether they find themselves in a regular or irregular situation, they suffer from the violation of their labour rights. However, administrative irregularity is a high-risk factor for migrants.
- Both *non-identification*, and *non-prosecution of labour violations (charging below the MW, working overtime without pay, getting paid “under the table” etc.)*, together with situations that may be constitutive of criminal offenses (*threats, human trafficking for labour exploitation*) is worrisome.

### Political proposals of Caritas Española:

**Household employment sector:** proposal for the full inclusion of this sector in the Social Security System’s general. For this, it is necessary:

- Make legislative changes, mainly in the General Law of Social Security, among others, as well as comply with Additional Provision 2 of RD 1620/2011, so that people employed in this sector achieve full equalization of rights with other sectors and have guaranteed full social protection—*ex: recognition of unemployment benefit—*.

**Migrants’ access to the labour market:** in order to avoid the greatest risk of violations of labour rights and situations of exploitation and exclusion, the Aliens Act-LOEX should be reformed:

- Increase flexibility on the legislation that regulates the granting of residence and work permits / authorizations so that foreigners who are in our territory in an administratively “irregular” situation can access the labour market with full guarantees, as well as employment plans and measures to facilitate their integration.
- Avoid the irregularity that has occurred, making the renewal system of residence and work authorizations more flexible. This would help reduce the submerged employment and make it easier for employers to go to regular hiring. It would also allow workers to access training and job search without falling into vulnerability and exclusion.

## 5. Social protection and benefits in the ‘expelled society’

The ‘Expelled society’ lives in situations of clear exclusion and the data reveals that the protection system does not do enough to allow them to get out of that situation. A big part of the ‘expelled society’ has long suffered the consequences of social exclusion, in fact, 91 % of the excluded population has not experienced improvement in the last 10 years, some have remained in the same situation (24 %) and others have worsened (67 %).

When we look for the recent evolution, in the last year the figures did not improve, 49 % are in the same situation, and 42 % have felt their standard of living worsening in the last 12 months.

### 5.1 Social Services

Thus, less than 40 % of the ‘expelled society’ has resorted to Social Services in the last year (either public or private). That is to say, a large majority of the ‘Expelled Society’ does not access social protection mechanisms, whether due to distrust, due to impossibility, abandonment, etc.

This reality is later reflected in the support received by the ‘Expelled Society’ from the Welfare State. Thus, only 19 % of those expelled are beneficiaries of a benefit (basic income, minimum income, income guarantee allocation...) that helps them defray daily expenses. Even more, the percentage of expelled (21 %) who have requested such benefit and they have been denied is greater than in the society in general. This may increase the perception of the ‘Expelled Society’ that public Social Services are not useful to them. Finally, there are 4 % of those expelled who were benefiting from government allowances but are no longer beneficiaries.

## 5.2. Minimum income

We provide some data that reflect the inadequacy of coverage in amount and protective intensity. We also highlight the enormous territorial disparity that generates very significant differences between autonomous communities and that, therefore, makes it necessary to have a state legislation that guarantees a minimum common ground of protection to all people in poverty.

### Low protective intensity:

The Ministry of Health, Consumer Affairs and Social Welfare annually publishes a report of the minimum income. We provide some data corresponding to the 2017 Report (the most recent information available) below :

In 2017, the amount per holder (for the first person in the household) and month ranged from € 300 in the city of Ceuta to € 672 in the Basque Country, with an average amount of € 451.97. However, this average is misleading because only 6 of the communities have a benefit above the average, and only in three (Catalonia, Navarra and the Basque Country) the amount exceeds € 500.

In 2017, the minimum wage was set at € 707.70 and the IPREM<sup>6</sup> (Public Index of Multiple Purpose Income) was 537.84. Thus, € 451.97 of the average benefit represents 63.86 % of the MW and 84.03 % of the IPREM.

### Low extension of coverage:

#### - **Households with no income:**

In the first quarter of 2017, according to EPA data (Labour Force Survey) the number of households without income was 585,000, and the number of households that received any of the minimum income of the communities reached 313,000 households. Thus, the coverage of this benefit would only reach 53.55 % of them.

#### - **People below the threshold of severe poverty:**

In Spain, more than 2.3 million people live below the threshold of severe poverty, and the population benefiting from minimum income only reaches 780,000 people, 33 % of the population below the threshold of severe poverty.

In Spain, the minimum income is 33.2 euros per capita, which barely reaches 40 % of the euro zone average, which is above 100 euros.

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<sup>6</sup> The IPREM is generated to decouple the calculation of social benefits from the upward evolution of the interprofessional minimum wage, within the framework of “austerity” measures

|   | %involvement of Society | % involvement of Excluded | Affected excluded population | Ratio |
|---|-------------------------|---------------------------|------------------------------|-------|
| <b>Assistance in public or private social services</b>                    | 12,4                    | 61,0                      | 1.090.000                    | 4,9   |
| <b>Beneficiaries of minimum income, basic income, or income guarantee</b> | 1,7                     | 19,0                      | 341.000                      | 11,4  |
| <b>Applicants who have been denied the minimum income</b>                 | 2,0                     | 21,0                      | 377.000                      | 10,5  |

### Analysis of public policies and legislation:

#### Autonomous community regulation:

The 17 Autonomous Communities and the 2 autonomous cities have developed regulations related to the guarantee of minimum income with a large territorial disparity in all elements of the benefit: amounts, ages, requirements, complements, etc.

A comparative study of income guarantee benefits in the Autonomous Communities carried out by the Documentation and Studies Center SiS in November 2018

<https://www.sis.net/es/documentacion/ver-seleccion-novedad/537963/>

#### State level:

At the state level, legislative initiatives pending parliamentary processing have been presented through a popular legislative initiative promoted by trade unions and the Income Sufficiency Bill of Unidas Podemos. The PSOE has in its program a proposal for minimum vital income.

### Political proposal of Caritas Española:

Caritas considers that an urgent measure to tackle severe poverty is legislation that guarantees a system of guarantee of minimum income at the state level so that every person in poverty has the right to a minimum income.

The key elements of this proposal would be:

- Set it up as a subjective right.
- State-wide legislation and benefit, compatible with regional benefits, which guarantees a state minimum that can be complemented by regional benefits.
- For households below the poverty threshold and conditioned solely on household income. The absence of income would determine access to this right.
- Compatible with labour income as long as minimum amounts are not reached.
- Sufficient in quantity to guarantee a decent minimum amount and the duration of the right linked to the existence of the situation of need, as indicated by the European Committee of Social Rights.