



FEANTSA



# Annual Theme 2007

## Spain

**“Multiple barriers, multiple solutions:  
Inclusion into and through employment  
for people who are homeless in Europe”**

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## 0. Introduction

This report has been mainly compiled with the answers to the Feantsa questionnaire that we have received from 22 organizations that work with homeless people. Although we have delivered the questionnaire in different contexts and to different organizations that work with people in situation of social exclusion, the institutions that have answered it are members of Feantsa Spain, Faciam and Caritas from several Spanish regions. Most of them mainly work with homeless people from the two first categories of the European Typology on Homelessness and housing exclusion (ETHOS): rooflessness and houselessness.

Despite of this we have also received answers of these organizations in other categories. Those have been principally related with the section about Employment Barriers. (See [ETHOS](#) categories)

## 1. Employment profiles of people who are homeless in Spain

In 2000 Caritas and the University of Comillas conduct a depth research study about homeless people in serious social exclusion and the centres and services dedicated to them. We would like to highlight from this study that 95% of the interviewed persons declare to have had at least an employment with a minimum duration of three months. This data breaks certainly with the stereotypes that match homelessness with the idea of a person who does not want to work.

Most of them had some of the most precarious employments of the labour market and the ones that more easily lead to marginalization situations: bricklayers, waiters and commerce employees. 22% of the homeless said to have some job, mainly in the marginal economy. Many of them, an 80% were enrolled in the Spanish public job searching service INEM and most, 56% take more than a year in an unemployment situation, combining precarious jobs with the marginal and black economy. Too much time in an unemployment situation causes that only 3% receive some type of benefit and/or subsidy.

The black economy finds in this social stratum a cheap manpower reserve, but this only allows homeless people to subsist. A crisis period aggravates the risk of falling in an exclusion situation due to the fragility of the situation. The long-lasting periods of unemployment are a serious barrier to return to the labour market and sometimes, if they find a job, they have to face large difficulties to maintain it: schedules of the social services, lack of a place to leave the properties...

The last national study made by the National Institute of Statistics in 2005, shows the labour situation of the group. **11.8% of the overall homeless people have a job**, 75.7% are unemployed and 12.5% is inactive (including refugees).

Among the unemployed ones, 49.6% are looking for a job, so, it is deduced that a good part of them try to improve its life conditions. If we consider the length of the stay in the current job, it results that 13.2% have been working for more than two years, 10.7% between one and two years, 8.0% between six months and a year and 68.1% less than six months, from which almost half of them does not last a month.

In this same study when the source of income is analysed it is shown that 19.9% of the homeless live on their wage, 7.4% on the profits from services or selling objects, 14.2% on the money given by people on the street and others, 16.4% on the money given by family and friends, and 17.5% live on public benefits and the rest does not have an income or does not know/does not answer.

With regard to the social wages, the Minimum Social Wage (RMI), that guarantees the right to an economic benefit and individual support for social and labour insertion, is perceived by 3.8% of the people. Another 5% receive different non-contributing benefits.

The average income of the homeless people is 301.59 euros by month. The monthly average income of 50% of the homeless are below 300 euros, 11% are between 301 and 450 euros, 9% from 451 to 600 euros, 6% earn more than 600 euros and 24% does not answer to this question.

Attending to the concepts in which homeless people usually spend most of their money, they emphasize: the food (58.1%), transportation and travels (22.6%), drinks (16.1%), housing (15.4%) and money delivery and sending to its family (7.9%).

### Usual situation of the employed homeless people

In the present survey on employment there is unanimity in relation to the homeless situation; most of them are inactive or works in the black economy or in the best case they are searching a job. Some of the organizations, that have answered the survey and have activities of social support or inclusion projects in their own structures, also add the category *"participant in activities for the training of the personal autonomy"* or *"participant in occupational activities"*.

As an example we will see in detail the figures provided by the shelter San Juan de Dios of Madrid, with an average attendance of near 2,000 persons by year. This data can be considered as reference for urban areas: inactive people (60%), in job search (20%), participant in activities for the training of the personal autonomy or occupational activities (10%), in a temporary employment (10%).

The data from Caritas Huelva have caught our attention. Huelva is a city in the south of Spain that has a strong agriculture that demands a great seasonal amount of manpower. 35% of the population combine the inactivity with the black economy, 2% combine black economy and inactivity with illegal activities, 40% do active job search in the agriculture sector (specially immigrant population during the campaign: four months in a year in which the intensive agriculture model requires much labour). A 15% combines begging with inactivity.

### People who are actively seeking regular work on the mainstream labour market or in the social economy

There is a wide range of answers that depends on the organization, but the most of them show that an average of 20-30% people who attend say that they are searching a job. Some organizations reduce this figure to the half when we talk about those people who are really searching a job.

### Where are people who are homeless finding a paying occupation, in the normal economy or in the social economy?

Most of the answers agree in state that *"it's not easy to find a paying occupation in the normal economy, and in the social one there are few initiatives"* (CD Ciudad Real). Most of the homeless *"have added problems that do not let them to maintain the necessary work habits that the ordinary market demands"* (FDC). Nevertheless, in spite of the many difficulties and the added problems that present, *"there are enough people who get to obtain a paying occupation mainly in the services sector and the hotel industry."* (SJD)

In the last years in Spain, as we have seen in the general statistics of occupation and unemployment, there has been a very important increase in job creation, many of them require a low qualification and belong to the building industry. These ones have been mainly occupied by immigrant population. Although it is true that there have been homeless people have found a job, another great part of them have not been able to get included in this employment growth because *"the success of insertion in the ordinary labour market is part of an integral intervention and not only to obtaining a signature on a labour contract"* (FDC). Most of the organizations think that with this group it is necessary to make an additional effort in social support, advising, training...

On the other hand we have that most of the people who have answered consider that the social economy is not an alternative, not due to it is not valid, but because it is so small that it does not involve a real alternative. The necessity of promoting this type of projects it is clear for most of the organizations that work with homeless. And they are demanding it because it is the only option for many homeless. Some answers also say that this group, compared to others, has less support from the Public Administration:

*"Insertion in the social economy would be much easier but there are few initiatives for homeless and they receive a quite lower economic support compared to other groups." (SOL)*

### **Gender differences:**

Gender is a differentiating element in the behaviour of homeless people. 46% of the women have an income over 450 euros in contrast with 20% of the men. The income source changes dramatically between the women since 28% say to receive the Minimum Social Wage (RMI) and for 20% its source is a job.

The income of women with children comes from more diverse sources than for women without children. It is also observed that they ask more for public and familiar aids. Women with children use to maintain an income source from labour due to greater financial necessities. As far as received incomes are concerned, again the women with children receive more income independently of his current situation and therefore they are more economically independent than those that do not have children. (Source: EUSTAT, Note of press of 19/04/2006)

## **2. Barriers to employment for people who are homeless**

The fact of living in the street is a big difficulty to find a job. *"We think that the people who are roofless cannot get occupied. We consider that it's necessary to have the basic needs covered (housing, food...) and some usual habits (cleanliness, punctuality...) so a person can access to the labour market. In our case with the people whom we work everyday, it has been demonstrated that they have to achieve this minimum goals to begin a process of job search and inclusion into employment." (Arrels)*

In the case of immigrants, in irregular situation, it is clear that it determines hugely his access to the labour market, independently of the Ethos category in which they could be included.

### **Barriers to employment for people who are homeless**

**a) Barriers related to health.** In general terms health problems are very important in the homeless people situation. Health problems are more significant in those people who are roofless (they live in the street) than in the other categories, for these others the intensity of health problems goes decreasing; *"to be in the street it leaves a physical mark on you and generates rejection"* (Provivienda). Drug addiction, alcoholism and mental health problems must be treated previous or parallel to begin a labour market inclusion. If support housing exists it is possible to approach these problems. Considering the differences between man and woman, *"the cognitive disorders are greater in women than in men. Men have a greater capacity to recovery. The number of women with drug addiction problems is smaller; nevertheless, the physical effects are greater and more lasting than in the case of the men."* (Provivienda)

The physical problem where we do not find unanimity is tuberculosis. I think that its incidence is not perceived as a serious problem. In spite of the new outbreak of the disease, it haven't affected to a great number of homeless people. In Madrid for example, the city council has a tuberculosis prevention protocol directed to population with risk factors, between them is the homeless people.

Mental health problems are a great barrier *"due to not even the professionals know certainly how to approach it"* (CD Canarias). Nevertheless, for certain disorders, using the proper medication and the appropriate professional support, they can achieve an independent life.

**b) Barriers related to housing.** There is a common opinion in considering the shortage of affordable and adequate housing like one of the most important barriers to access an employment. Between the main factors we have:

*"The high rents of flats and/or rooms, the difficult to find accommodation by their own (due to mobility problems, communication difficulties...), social rejection to admit them because of his physical aspect, personal records, etc." (CD Valladolid)*

*"The lack of social networks to guarantee the rent. Black economy or non transparent payslips that do not reflect the real overall monthly income. Insufficient or irregular income (for rent or buying). Adequate and affordable housing shortage in the real estate market." (FDC)*

*"For a single person it isn't easy to access to a house in the mainstream market with only one wage. The homeless people, who don't have social and familiar supporting networks, have more difficulties to share a house. Another important factor is the ignorance of the existing housing resources and how to access them. For example, the public promotion houses for people with smaller income. It does not exist either enough housing resources with smaller support for people with a job." (Provivienda)*

In relation to the centre norms inflexibility, there are several opinions. Generally, the centres, that have answered and have foster care centres, have long ago incorporated to their services the support to people who have found a job. This attention use to be long-lasting so they can soon access to a rented room. Sometimes, difficulties have more to do with the meals regime in the first month of work. We also have found that *"some private guesthouses and shelters don't contribute with the necessary tranquillity and services that help to maintain a job, because they don't facilitate the needed rest and balance"* (Provivienda). It would be necessary that there were centres more adapted to employment support situations. *"Job search is not accompanied by alternative housing. Previous projects of shared flats and rents are not very frequent. Usually, there are individual solutions with unsustainable costs."* (CyM)

**c) Barriers related to training.** The shortage of work skills training, access to work skills training and employment support resources are the three main barriers that homeless people find to access a job.

**d) Barriers related to transport.** The answers are unanimous to consider the transport costs as something very important, mainly in great cities. *"There are no public aids for transport. It's necessary to take into account that when you have an employment you receive your wage by the end of the month, but during that time you have to use the transport to move to the work. For job seeking we have the same situation. The public transport costs in Madrid are high compared to the minimum social wage, and this influences directly in the job search. Not all the Municipal Social Services Centres pay this cost."* (Provivienda)

**e) Barriers related to information.** In this point there is no unanimity in the answers. In general terms the job offers information is considered little relevant, mainly of those from the employment public services. Surely it should be due to the little or null utility that these services have for the employment of homeless people. For our group the new technologies applied to job search are little useful (Internet access costs, lack of training...). This also happens for the unemployed population in general, since in Spain there is little penetration of the information technology tools in relation to the European average. However, the access to telephone is considered more necessary, but many homeless people have difficulties to make calls in their search for a job.

The jobs that homeless people get are obtained by alternative channels, in an informal way or by means of a mediation strategy very adapted to the situation and profile of the group, as it happens in some cases.

**f) Stigmatisation / discrimination.** The physical appearance and the lack of conscience relative to the homeless exclusion are a barrier in all the ETHOS categories, especially for the roofless and houseless people. *"The physical deterioration (marks, teeth state, etc.) is a factor that underestimates the work skills in a job interview, since it generates rejection on the part of the employer."* (Provivienda)

**g) Personal barriers.** In all the Ethos categories there is a strong influence of the personal deficits to approach a labour insertion. This is especially relevant in the more uprooted ones and in the houseless people due to: an unstable lifestyle, the absence of aptitudes, resignation, etc... The following kind of problems has to do with the family situation, the lack of networks... However, the criminal records and the lack of labour experience are seen as little important.

I transcribe literally this contribution from Provienda relative to the experience in aggressive domestic environments considering the differences between women and men:

*"Having lived in aggressive domestic environments causes different behaviours in men than in women. In men, they have been observed self-control difficulties, low resistance to frustration and aggressive answers when they are in stressful situations. In women case, the main problems are passiveness and submissiveness. This makes difficult for men to get a job and maintain it. In women case they show little capacity to demand her rights. They have not been able to develop alternative strategies to face the conditions imposed by labour because they have not learned them.*

*The lack of motivation in the women case is observed in relation with two aspects: they prioritize their children care; the jobs that they can access are in less qualified sectors, have a smaller wage and are less motivating.*

*It is important to show to the homeless people the contributions of employment: it improves the self-concept, gives you stability and the possibility to planning your future, security to face personal eventualities due to the access to paying benefits... "*

**h) Services and bureaucratic barriers.** With respect to the services, the most important barriers are the lack of services that specifically target people who are homeless, the lack of flexibility and an unsuitable support after finding a job.

The no paying and/or welfare benefits are very short of money. Therefore, we find that either benefits or wages *"are not enough for living"*, especially if you have to rent a house.

### 3. Policy and legal context

#### Right to work

The Spanish Constitution of 1978 in the article 35 says:

1. All Spaniards have the duty and the right to work, to the free election of profession or office career, to promotion through work, and to a sufficient wage to satisfy their needs and those of their family, while in no case can there be discrimination for reasons of sex.
2. The law shall regulate a statute for workers.

Although an explicit recognition exist in the Spanish Constitution about the right to work, as it happens to the right to housing, actually these rights are not guaranteed. The democratic process in the 1970s after General Franco's dictatorship, inherited a weak social protection system. The inclusion of the political and social rights coincided with an increasing deterioration of the social and economic context in Spain. This happened after several years of world-wide economic crisis and a convulsed social crisis after several decades of dictatorship.

Nowadays with very different social and economic contexts, the effective right to housing for all the citizens is beginning to be considered like an indispensable objective. It also would be necessary to consider if in this situation it could happen the same with the right to a decent work, beyond the policies that try to reach full employment and are based in the increasing job deterioration and the relaxation of the laws related to employment.

**Is full employment possible?** Politicians usually identify an employment increase with an economic growth. But a policy that pursues full employment without varying the conditions that have led to the crisis, can make that a smaller growth or an economic crisis in the future expose us to the consequences of that crisis so we would return to the large unemployment rates of the past. Due to this it is necessary to redefine the value of the economy, the market and to trust in another kind of economy and ways to achieve a greater social cohesion.

The second point of the article 37 of the Constitution, the elaboration of the Workers Statute, has had much importance since it has been the national law that establishes and guarantees the rights and duties of the employees and that have assimilated us to the rest of Europe in terms of labour relations.

Into the new features that were introduced in relation to previous ages we must emphasize the recognition of the union right and the classification of special sorts of employment: there are recognized types of contracts of certain length. Due to this, the indefinite duration contract, that was the model for the working class to obtain stability in life and employment, is being reduced. This process of making more flexible the labour market throughout successive labour reforms in these two last decades, has led Spain to have the highest rate of temporary contracts of Europe: around 35% of the overall contracts are temporary. Only the last reform of the present social-democratic government has tried to reverse this tendency, by favouring clearly indefinite duration contracts and limiting the continuous linking of temporary ones.

The Workers Statute says into the point 2-b of the Article 4 (labour rights): *"the workers have right: b) to the promotion and the professional training in the work."*

The theory in matter of labour right exists, but its actual development is not so positive. For homeless people it is the same.

## Economic situation

Spain has been growing in these last years over 3.5%. The strong growth of the economy is accompanied by a large employment creation capacity, almost 900 thousand new jobs in 2005 and an increase of 850 thousands in the first semester of 2006. The strong growth of the employment is allowing that, in spite of the high rate of growth of the working population, unemployment is being reduced near the European average (8.5% in the second trimester of 2006). Some indicators are:

- The working population has increased from 15,270,000 persons in 1989 to 21,584,000 in 2006. The activity rate has changed from 50.6% in 1989 to 58.3% in 2006.
- The occupied population has increased from 12,638,000 persons in 1989 to 19,747,000 in 2006 and the occupation has changed in the same period from 41.9 % to 53.4 %.
- The wage-earning population has changed from 9,207,000 persons in 1989 to 16,208,000 in 2006.
- The unemployment people were 2,632,000 persons in 1989 with a rate of 17.2 %. In 2006, the people registered in the employment services was 1,837,000 persons, this supposes a rate of 8.5%.

Main tendencies in the structure and composition of the active population.

- **Difficulty of youngest people for accessing to the labour market of work in the 1980s.** The increasing difficulties of young people to access to the labour market, in addition with the great economic impact, have caused, jointly with the progressive increase of the housing prices, the reduction of the possibilities of creating a home by their own and extending the period of stay in the familiar address. The labour insertion of the current Spanish young people has delayed in 6-7 years. The enormous youth unemployment has been reoriented through the educative system that has extended in time and has changed to the family the main costs of this process. The period of labour insertion of youngest people is characterized by the uncertainty, many different labour experiences, the *"flexi-precariousness"* and continuous in and outs from the labour market.

- **Incorporation of women into employment.** This is one of the determining factors of the growth of the Spanish economy in the last years. The labour market, which was accelerated in 2005 and in the first semester of 2006, increased the women employment rate until 53.2% for the population between 15 and 64 years in the second trimester of 2006. Nevertheless, the problems of segregation and inequality with respect to the man still remain.
- **Increase of the educative level of the population.** The percentage of illiterate population has been reduced from 17% in 1977 to 5.2% in 2000. On the contrary, the superior university degrees have increased from 5.4% to 18%. Nevertheless, a report of 2000 considers that the over-qualification affects to the 25% of the university students who are occupying jobs that have little or nothing to do with its professional level.
- **Increase of the immigrant manpower.** Another determining factor of the Spanish growth has been the constant migratory flow that supposes that the immigrant population is already the 8.7% of the total population. The extraordinary regularization process, carried out during 2005, has allowed bringing into the legal economy a great number of immigrants workers who were working in an illegal way in 2004. The Documentary Normalization Process of 2005: total requests (691.655), granted (578,375), denied (44,457), not admitted (17,362), filed (50,356), in process (1,105). On 31<sup>st</sup> March 2007 there was in Spain a total of 3,237,743 foreigners with residence card or authorization (Increase of 7.11% with respect to 31/12/06).
- **Increase of temporary contracts.** The employment flexibility strategy of the companies has been introduced with and an unconditional administrative support and has gone accompanied by an ideology that has charged the costs of the economic uncertainty to the weakest sectors of the population. The temporary contracts have passed from the 24% of the total in 1987, to the 41% in 1994, and to the 34.4% in 2006. By other way, the OECD indicates in 1999 that 35% of the workers have a contract under the 12 months. This high rate is generating social vulnerability that in many cases lead to social exclusion and homelessness.

Following what Robert Castel says (1995) a normalization of the precariousness and the appearance of surplus groups of population is taking place, in a social exclusion processes like the aged workers who lose their site in the labour market, long term unemployed people, nomadic persons, homeless people, single women with not shared familiar responsibilities... persons that depend on insufficient public aids and short irregular jobs that hardly can cover the subs levels.

The labour reform, which constitutes the basis of the sixth axis of the National Plan of Reforms, approved in June of 2006 by the social stakeholders is being fundamental to increase the indefinite duration contracts and to favour the transformation of the temporary jobs into fixed ones, as well as to improve the use of the temporary employment.

## Mutual support between employment, homelessness and prevention policies

Integration of employment dimension into homelessness strategies

Generally, in the answers that the organizations have given they say that there is no integration of the employment dimension into the homelessness strategies. *"There are some punctual experiences that share this objective, nevertheless, the length in time and forms are not relevant."* (CD Canarias)

In my opinion, in Spain the target still remains fixed in the personal issues and in the housing lack, which many of them have. This causes that the policies are mainly centred in housing and for training or occupational projects, they are more centred in the recovery of personal habits, social skills... This shortage of employment policies for this group has lead to the lack of the development of employment support projects and transitory or social economy jobs. On the other hand, a prevention policy linked to employment almost does not exist for homeless people; or at least it does not exist as a strategy that involves all the ETHOS typologies.

## Main employment policies that affect to the homeless people

The main actions are derived from the European, national and autonomic plans, that are detailed next.

**1. Operative programs derived from the European Social Fund.** The programs about employment promotion, professional training and fight against the discrimination have a special interest for the excluded people. Although it has been frequent funding for projects directed to homeless people, the last operative program conducted by the Ministry of Labour and Social Affairs directed to specific groups, included groups like gypsies, immigrants, young people, handicapped persons and women, but they did not consider homeless people as a preferred group.

**2. Employment National Plan of Spain (2004-2006).** Assimilates the European Strategy of Employment.

### 2.1. Passive Employment Policies

All the policies of labour regulation in Spain depend directly on the State Government. They are directed to regulate the labour market operation (National Employment Plans, Labour Reform Plans...) and the passive policies like the unemployment benefits. The system of specific unemployment benefits is independent of the Social Security System.

The unemployment benefit coverage is far from being universal. In 1999, 1 of each 3 people in unemployment situation did not receive any kind of economic aid. Since 1980s the employment policies of the different state governments brought an increase in the contribution time to have right to the unemployment benefit and a decrease of the perception time.

Because of the limitation of this right the welfare benefits have been increased in an important way. On one hand we have that the INEM aids were extended for long-term unemployed persons who have finished to receive their economic benefit; on the other hand, the progressive appearance of the regional insertion benefits, with very different forms of application, amount, requirements...

The unemployment benefits have a national scope and are of three types:

- a) **The unemployment benefit of contributing type.** Learn more in the [INEM](#). It is essential to have worked at least a year to receive this benefit. The unemployment perception duration goes from a minimum of 120 days to a maximum of 720 days depending on the contribution time. The monthly amount of the unemployment benefit is the 70% of the monthly regulated base of the benefit in the six first months of right (180 days). After this period it changes to the 60%. The amount to perceive will never be under the 75% of the inter-professional minimum wage and over the 225%.
- b) **The unemployment welfare benefit.** Learn more in the [INEM](#). It is a welfare benefit directed to the unemployed persons that have finished the unemployment benefit and have familiar responsibilities or they are over 45 years, and some other cases. It has a 6 months length and they receive the 80% of their wage.
- c) **Active Insertion Benefit.** Learn more in the [INEM](#). Some of the principal conditions are to be older than 45 years, or to have a handicap over 33% and to have exhausted the previous benefits.

In all these cases, it is also necessary to accept and accomplish the demands of the activity commitment for receiving the benefit: do an active job search and participate in the occupation improvement actions that are determined, into or not the insertion itinerary.

**2.2 Active Employment Policies.** State and autonomic plans and programs for employment promotion

The active employment policies are partly managed by the regional governments. The employment national public service (INEM) has been considered as little effective in the return of the unemployed person to the labour market. The regional agencies in increasing coordination with the municipal organizations and

in some cases with social ones are now managing different supporting measures for the return of the unemployed persons to the labour market. These active policies have a general regulation in the Spanish National Employment Plans that agree with the objectives of the European Employment Strategy.

Some of the Active Employment Policy measures relevant for homeless people are:

- [The National Professional Training and Insertion Plan](#) (FIP Plan; Royal Decree 631/1993, 3rd May, and later orders, the last Order is 31st March 2003). In general terms the specific training for groups in situation of social exclusion has disappeared, partly because they consider that these groups can access to the unemployed standard training. But the fact is that there are not commitments for reserving places for people in social exclusion situation and is not easy to access to these courses.

On the other hand, *"there are open courses, but it's not easy to adapt them to the personal situations: schedule of the meals and foster care centres, exigencies of the course, derived problems for sleeping in the street (related with carrying out a schedule and hygiene). Are there effective programs? There aren't for homeless people, but it's possible for other vulnerable groups that have more socio-familiar support to."* (CD Huelva)

- [Employment Workshops Program](#) Directed to those older than 25 and in long-term unemployment situation. The last data about participation in these programs are from 2004 ([INEM Data](#)), there were 428 projects with a participation of 10,388 students. The insertion rate of the employment workshops is 69.97%. These programs are very interesting because they combine a real job, a pay on the basis of a standardized wage and a training time. Although they are very useful measures and effective for unemployed groups, they are not a real alternative for people experiencing housing exclusion. In Madrid, 1500 person suffering serious social exclusion are attended daily in the homeless centres, less than 30 of them have attended to this program.

### 2.3. Employment Promotion

- a) **Aids for local governments to engage unemployed workers for works or services of general or social interest.** For example, the Employment Agency (City Council of Madrid) engages 2,000 people in a year. The contract usually lasts nine months. Although the duration of the contract is insufficient, for some people it has been demonstrated that it is useful if it is combined with other types of global measures, especially for those people who are far away from the labour market and have been without working for a long time. The kind of offered employments are related to: street sweepers, small constructions, the city-planning improvements, filing clerk, etc. Two aids for the engaging of unemployed workers are announced for executing general and social interest works and services.

This type of programs has been useful when there has been a good coordination between the local official organization that contracts and the organizations that work with the homeless people. Nevertheless, the continuous changes in people and political directions in these services make difficult to maintain a fluent coordination and often the participation of homeless people is not properly guaranteed.

- b) **Fiscal benefits in the contracts of unemployed people who belong to groups with greater insertion difficulties.** Although these types of measures are not very important to increase the employability of homeless people, they use to give them much importance in the Employment National Plans.
- c) **Labour Advising and Mediation Actions.** The most important programs are the Labour and Self-employment Advising Actions (OPEAS) established by the employment public service. They are in the entire nation but they are managed by regional administrations. A series of individual (TI and self-employment) and group (DAPO, BAE, INMA) interviews it is doing. The intervention design is more oriented to unemployed population in general and there are almost no excluded people with special difficulties that access to them.

- d) **Experimental programs.** Some Autonomous Regions have start up Experimental Actions for specific groups, but they hardly work because they demand high insertion rates and are created for long-term unemployed people.

**3. III National Action Plan about Social Inclusion in the Kingdom of Spain 2005-2006.** (PNAin 2005-2006), was based within the framework of the European strategy for social inclusion and elaborated on the successive agreements adopted in the Lisbon, Nice, Barcelona and Copenhagen Summits. There are a series of measures and objectives directed to improve the integration of the homeless people. But the opinion of most of the institutions is that the objectives have not been accomplished and there has not been a proper budget.

**4. Regional plans to tackle exclusion.** In different Autonomous Regions there has been created regional and local plans to approach an effective way to tackle social exclusion. They have developed different social policies and the participation of the social agents. The evaluation is usually unequal.

**5. Minimum Income Policies.** They have spread through Spain but there are differences between the Autonomous Regions in right terms (in some Regions it is a basic right) and in economic amount. The economic benefit is usually linked with the development of a personal insertion itinerary. It is a resource that the social organizations which work with homeless people use frequently. Although nobody questions the development of the social wage implantation, there are complains about the insertion and individual tracking projects lack.

Some organizations are proposing that *"it would have to exist certain flexibility in the maintenance of these benefits during the beginning of the access to employment. So they were able to cover the basic necessities until its economic situation allow them to manage by themselves."* (Provivienda)

### **Evaluation from the organizations about the policies to tackle unemployment**

There is a negative evaluation of the measures for unemployed persons due to they are not adapted to the necessities of the homeless people: they are not integral and do not consider the personal process of each person. In fact, these types of measures blame the unemployed one (the problem of unemployment is not only of the person). They also do a too rigid and not individual centred intervention. Many of these measures have the only objective to reduce the *"official"* number of unemployed persons.

The activation must be understood like social activation of the person in all of his aspects and must achieve the motivation of the person. There is not a variety of projects that fit with the different personal situations: there are only two options working or of not. There is no explicit recognition and proper funding of the occupational workshops as it happens, for example, for the handicapped group. The insertion companies work due to the efforts of the organizations that manage them with few aids. *"We think that the employment for the excluded people, especially for homeless, still remain without a serious and integral approach. We (the social organizations) continue being the ones who due to a continued effort are betting for it, with limited resources and without a legal frame that accompanies to us in our insertion work."* (CD Madrid)

At the end, the lack of validity of this kind of measures has caused that many institutions start up their own services of advising, supporting and labour mediation, although they are outside the general employment policy and its funding.

All the people that are receiving an economic benefit have usually to participate in activation programs. This obligatory nature also includes the minimum social wage (RMI), although it is usually more relaxed. *"The minimum social wage is bound to a response: attendance to courses, attendance to counter drug addiction treatments... but there is little control of the attendance."* (CD Badajoz)

All agree that it is necessary to achieve a personal motivation to finish a process of labour insertion successfully. It is also necessary his participation all along the process.

## Occupational workshops

With the exception of the Autonomous Region of Navarra, in the north of Spain, that makes an explicit recognition of the occupational workshops (See [Law of Navarra](#)), but only for young people between 16 and 30, in the rest of the country there is no specific regulation for this type of projects, with the exception of the occupational centres for the handicapped population.

It is usual that the organizations who work with homeless people start up this type of projects. Nevertheless, the economic benefit that it is provided to the beneficiaries usually is not funded by the Public Administration and must be assumed by the organization. The benefits that the beneficiaries generally receive do not suppose a loss of other welfare benefits like RMI. Although these are symbolic benefits they should be discounted.

## Social benefits

In general, the homeless people can access to anyone of the existing welfare benefits. *"They do not have specific benefits. They can receive any type of existing benefits for the population in general, as long as they have the ordinary conditions. There is no exception for being homeless."* (FDC)

There is no difference with the perception of social benefits, except for people with the refugee statute. The persons outside Europe and without legal status do not have the right to any official benefit.

## General context and trends

In relation with the most important changes that are taking place we can mention these two situations:

*"In the last years it is being observed an increase of foreign homeless persons. They want to work but it is very difficult for them if they do not have the work permission in rule. At the present time there are many job opportunities, mainly in the services and real state sectors where great part of the homeless group can find a job."* (Apostolicas)

*"The jobs require an increasing qualification and specialization. There is less and less employment, and more and more competition and exigency in the access requirements. The low qualification jobs are very bad paid and the conditions of work are difficult."* (CD Huelva)

In relation to the political changes the contribution of FDC from Catalonia seems interesting: *"The Government change in Catalonia has involved more investment in social aspects, housing and employment. We have a clear example with housing. There is real try to achieve accessible housing for everybody. They have opened in a first stage local housing offices in the main cities, in which they take a personalized care of all the housing demands. The social services collaborate with the housing offices for homeless people and others vulnerable groups. There is a specific economic item dedicated to help with the rent for all those people who do not arrive to the minimum levels. These interventions are in experimental phase and can be improved. On the other hand, the private organizations also receive aids to rehabilitate houses where their users can access."*

*Considering the employment rate, some initiatives are being developed to improve the stability of the jobs and to favour the indefinite duration contracts. The employment access has not been favoured by the current political and economic context. The same activities are developed that at other previous moments, reason why the access of without home to the use presents/displays the same difficulties."*

## 4. Employment schemes / tools for people who are homeless

### Profile of the attention centres for homeless people

In 2004 it was published the first report about homeless people by the National Institute of Statistic (INE, 2004). In that study they did a survey to the whole attention centres network for homeless people in Spain. Previously, in year 2000 there was a research supported by Cáritas and conducted by the professor Pedro Cabrera. In this study, among other conclusions it they spoke about the shortage of resources and lack of responsibility on the part of the administrations. The network is mainly private, being Caritas the institution that more percentage of centres manages, 40%.

As it had already been verified in previous studies, it is confirmed that the offered attention services mainly have subsistence attention and assistance characters: most of the centres offer accommodation of several types (73.9%), restoration (69.7%), and clothing service (43.8%), as well as information and foster care (79.6%). There are few services oriented to start insertion processes and they are offered only in a small percentage of the current centres in Spain, as an example, there are occupational workshops (offered in 22.5% of the centres) or labour insertion workshops (15,3%). This small figures could be due to they are more complex and expensive services than the traditional ones.

Generally, the most modern and insertion oriented centres are concentrated in the great cities. Coincidentally there is more presence of all those actions that go beyond the subsistence attention (workshops, training and artistic activities, etc.) in private centres than in public ones. In general these last ones offer in most of the cases a minimum attention of are the ones that in greater proportion limit the stay to a very short duration.

### Available employment tools and services for homeless people

As we have said previously, most of the employment initiatives for the homeless persons or people in situation of social exclusion are carried out by the non-lucrative sector.

### Social support projects that help homeless people to find a job and maintain it

In many attention services for homeless people there are projects and/or programs oriented to support and to accompany to these people in his labour insertion process. The most frequent services are: internet access, specific press, aid for the curriculum elaboration as well as help to facilitate the telephone calls and the messages reception for those people who does not have a personal telephone. In the study of Cáritas of 2000 there were 85 attention centres for homeless with job searching services. Now they are many more. In other projects, this type of services are coordinated with employment specialized centres.

In some other cases, not too many, they have been developed employment specialized services into the own foster care structures for homeless people. They develop advising, supporting, labour mediation and job maintenance actions. These employment specialized services work with these processes: *"Welcome and Diagnosis, Socio-labour Intervention, Tracking and Support in job search, Employment Maintenance and/or Improvement. Crosswise there are: training, labour mediation, groups of active job search and information technologies applied to the job search."* (SOL)

After *"finding a job, one of the main difficulties that we found in the people who integrate this group is that they gain stability and maintain the job"* (CD Madrid). This difficulty *"is often the weak point (of the organizations), since they normally don't find economic resources for give support after job placement."* (FDC)

### Supported employment

This type of projects is not very common in Spain. They usually exist in the employment workshops, where it is effectively combined with training and a social and personal tracking during the project duration.

When the supported employment takes place in normal companies it usually works better with handicapped groups. For groups suffering exclusion, the innovating initiatives that have been made usually have a stigmatization load.

### Employment in the social economy or in the social enterprise

The creation of insertion companies in Spain is recent and many of them have had their origin in the implantation of the minimum social wage policies in the different Autonomous Regions. In this frame, they have begun integration projects for groups suffering exclusion that have been transformed into productive experiences and have finished adopting Insertion Company formulas. They are production structures of insertion economically directed to the groups with insertion difficulties. They incorporate within his activity, not only, but mainly, three elements or key factors of psycho-social integration: Occupational Training, Social Support and Employment Support. It is accepted that the promoters of this type of companies must be social non-profit organizations.

A study from 2003 about insertion companies in Spain showed 147 companies, with 3,550 people in exclusion situation participating. The 27.5% (40 companies) of them worked with homeless people.

### Life skills training and meaningful occupation

These are the activities that have been mainly introduced into the different attention centres for homeless people. A description of how can these services been is offered to us by CD Valencia: *"They should act as a link between the dependent and exclusion situation and the labour, social and familiar world. They support the recovery of the labour habits previous to the inclusion in the labour market. They simultaneously promote a change of attitudes in the social relations and an internalization of values that reinforce an integral and harmonic individual development."*

### Other projects

- **Special Employment Centres.** Were created by the Handicapped Social Integration Law (13/1982, 7th April 1982). They are labour integration projects considered as a basic integration tool for the handicapped people in the normal market labour, when they cannot develop a normal job due to personal circumstances derived from his disability. There are some projects for homeless people which have disability requirements. (CyM)
- **Caritas Low Exigency Centre.** It offers a place of contact, primary attention and welcome, relation with social workers, basic workshops... It acts as a start point for insertion itineraries and concrete actions for the improvement of life quality: food, housing, hygiene, legal... (CD Ibiza)

### Participation of service users

Generally, in the employment projects and services there are several participation ways of the beneficiaries: meetings, suggestions box... The Creación y Montaje (Creation and Assembly) project from Madrid have give an answer that tries to go beyond a symbolic and educative participation. They say:

*"In general, there is a special interest in constructing the resource with the participation of the group. From experiences like our workshop they have been tried different tools that favour the participation, with varied success grades. The participants give their opinion with their continuous implication in the workshop, about improvements, in the relation with the people in charge or individually. There are also individual interviews with each one of the participants. The participants give regularly their opinion about the resource operation, their participation, their commitment level, the developed activities, the evaluation of the people in charge of the project... in the meetings organized quarterly, filling written questionnaires."*

*This group is not used to have participation attitudes and to give their opinions. Some demand initiatives appear punctually."*

### **Geographical distribution of the services**

*"The services are more usual and frequent in towns with a large number of inhabitants. It is there where homeless people are located because there are more resources for them." (Apostolicas)*

*"There is a quite clear concentration of services in the area of Barcelona. There are adjacent municipalities to the city of Barcelona that avoid their responsibilities and move them to the big city." (Arrels)*

## **5. Training for employers or public administration**

### **Training projects in Spain that target employers or public administrators to raise awareness about the situation of people who are homeless and their specific needs in relation to employment**

Most of the answers with respect to this point show ignorance about the existence of these initiatives. There is less knowledge if we only consider the homeless employment.

One of the answers remembers us that in the IV National Action Plan for the Social Inclusion (2006-2008) it is included the aim *"to identify good practices and management models for the attention to homeless people, with the realization of a Seminary about these subjects"* (CD Solsona). It is asked if it would also be directed to public servants. By our part, we do not really know if this seminary has been celebrated.

Without considering congresses, seminaries and meetings as training events where everyone can participate, the only experience which we know about training public servants was a specific training about homeless people for Madrid local police into their training period. The objective of these courses was to make them aware about the specific problems of the homeless people, since many of the police agents will have to meet with them in the street. Although one of the lectures was related to employment, the main objective was to show that these people, who suffer extreme exclusion, can get over it and find a job if they have the suitable resources.

With the exception of this experience we do not have knowledge of any other one. It would be interesting that courses for public servants could be organized on a more systematic way.

### **Projects for training employers in a similar way. Could they be a useful initiative?**

As in the previous case most of the answers say that they did not to know any initiative. In Spain there are being developed few initiatives about corporate social responsibility.

In a survey that was made years ago to businessman in the Autonomous Region of Madrid, made by the Tomillo Foundation about new employment deposits, they showed that after the group of drug addicts the next group that has the worst conditions for been employed, was the homeless people. They only had some possibilities recycling sector, mainly with scrap iron. It is curious that the most obstinate companies to non contract homeless people had recently contracted people of this group through a homeless attention centre; although they did not know it since the labour mediation that it had taken place did not give any reference about their work with this group. This example could illustrate to what extent it is difficult to approach a general sensitizing of the employers about this group when there are so many negative prejudices and if this is the way to follow.

In spite of the previous example, there are being interesting experiences of corporative social responsibility with other groups. For example, we have *"Junco (rush), that works the incorporation of ex-in ward young people into MERCADONA, a company dedicated to food distribution. The VIPS company that has a project for women victims of gender violence. The SAL Program, that works the labour insertion with inmates. They are appearing figures of mediators who work for sensitizing the employers"* (Provivienda). Even so we do not have certainty that something similar is being done with homeless people.

Some organizations mention positive experiences that have been made within the framework of European projects, in where they usually include *sensitizing* objectives for the society and the enterprise. "Their utility was evident but they have not lasted in time" (CD Canarias). It is often the problem of this type of projects that usually do not have continuity beyond their own execution.

An example of an attempt of participation of the enterprise sector has been the elaboration of the Plan against Social Exclusion of the Region of Madrid 2002-2006. It was elaborated following the criteria of the European Council of Lisbon and it has been made in connection with the stakeholders, specially unions and employers within the framework of the Council of Madrid for Training and Employment, the non governmental organizations and the public social services. In spite of it, actually it remains in mere declarations of intentions.

## 6. Cooperation between different stakeholders

### Coordinated work with stakeholders in the training and employment field

In general, all the organizations have answered that they have different cooperation levels with other organizations that develop training or employment projects. They value this cooperation in a positive way.

Many attention projects for homeless people have been based in the housing exclusion problem that these people suffer and they have generally created specific resources of alternative housing: shelters, flats, residences... Although some of these projects have also started up initiatives related to employment and/or training as complementary strategies for the social intervention, they usually derive to external specialized centres. These centres can be for general public or for groups in social exclusion situation. Some large organizations like Caritas, manage the questions relative to the employment and/or training by specialized departments that work considering all the population groups, so they do not only concentrate their efforts in develop an employment strategy for homeless people. The organizations that belong to Caritas generally have a good coordination with their own employment services.

Thus at practical level it is showed that *"in general, it exists a fluid and effective coordination and networks between the professionals are created. It depends more on the professionals and how do they understand the network tasks and the coordination, than of the group which they take care of"* (Provivienda). Nevertheless, it is not said in most of the answers if this coordination has been collected into derivation protocols, or if they have signed agreements of mutual collaboration between the employment organizations and those that work with homeless people to guarantee a continuous access to the employment programs. In general, the coordination exists if there is a good understanding between the professionals.

Considering the institutional levels we have that

- In general terms there is coordination between the institutions that work with homeless people and develop complementary programs, either they are public or private. This is specially showed in the great urban nucleus where there is a greater diversity of organizations and projects. Madrid, Barcelona, Bilbao and Valencia have coordination structures between all the institutions that work in the sector.

- It is also usual the collaboration with other social organizations that develop employment/training programs, mainly at derivation level between professionals. Many organizations have answered to the questionnaire giving large lists of the organizations with which they cooperate.
- The cooperation with the public administrations related to training and employment is usually little and often null. In some cases, the collaboration is reduced to economic contributions for the employment projects that the organizations develop. *"It's basically about economic aid"* (CD Ciudad Real). In other cases, it is specifically said that *"the coordination takes place only with the social organizations, not with the public services"* (Provivienda). Therefore, there is not coordination or collaboration of any type. There are even worse situations: *"the Public Administration foments the competition instead of the cooperation."* (CD Huelva)

It would be necessary to mention a situation that in Spain is being more and more usual in the great cities and in the province capitals. The Public Administration is putting more and more social resources out to tender. These social services are related to the homeless people attention like the management of foster care centres, educative projects... In general, service companies with profit motivation often take part in these tenders. This involves a continuous weakening of the associative sector, that it is more combative, and introduces market competition elements between the different actors.

Before finishing this chapter I think that it could be interesting to show two good examples of collaboration between different organizations.

- In Madrid, it has been created a project called Des-márcate that has put together several social organizations that have social economy programs. They have created a common sales agency for the products that they produce, and they are trying to create a mark to identify the products and services created from the insertion companies.
- In Carabanchel, a district of Madrid, there is a communal development initiative integrated by NGOs, the City Council of Madrid and companies of the zone. This local development initiative Carabanchel se Mueve (Carabanchel in movement) tries to improve the employment services of the district with networking and to favour that the people with greater insertion difficulties, including the homeless people, are able to access and to stay in the labour market.

## 7. Funding of employment services for people who are homeless

40.2% of the centres have a single funding source, 47.0% have a main funding source (it contributes over the half of the total funds) and 12.8% has a diverse funding, they come from different sources without any that stand out.

If we analyse the different types of mainstream funding, it is observed that 56.8% of the centres have as unique or major funding source the public administrations. Another 13.0% have as unique or major source the non-profit private institutions, 10.8% is financed with their own funds, 6.3% by particular donations and 0.4% by companies. (Source: INE 2004)

### Relation of the respective funding source to the overall budget

In general terms the organizations that have answered to the questionnaire, speak of varied funding sources for the employment projects. Between the most important and frequently named sources is the European Social Fund., with its different programs: EQUAL, structural funds... In some cases, as for Caritas de Huelva it supposes the 85% of the total. Although in other cases we do not have the amounts or percentages, these funds use to be important.

The national, regional or local public funding use to be one of the funding sources of the organizations. The next sources in order of importance are the funds from membership fees, the charitable

donations, and in some cases when we talk about occupational workshops or insertion companies they mention to us the product sale. We cannot evaluate the importance of each funding source since we have not received them.

Nevertheless, the next commentaries seem interesting at this point.

*"The funding that the organizations that work with homeless people in Madrid received for employment programs is too dispersed." (CD Madrid)*

*"The funding that comes through the employment services of the Autonomous Region of Madrid in these matters:*

*- Training for specific groups. It uses to be short and they usually forget to include to the homeless people as a beneficiary group.*

*- Labour insertion tracking actions for unemployed persons. Their procedures and objectives present difficulties for being adapted to homeless people, and we almost cannot access. To them" (CyM)*

It is usual that the received public funding comes through the social services and in some cases from the insertion programs that are started up with the Minimum Insertion Wages (RMI). Nevertheless, the financing through the unemployed training or labour mediation services is less usual, since they are not adapted to the groups in social exclusion situation.

### **Type of guarantee for the main funding of the employment activities**

The funding use to last from one to three years. Although the organizations do not facilitate the data, the mainstream funding is usually via periodic subventions.

### **Do the services give the necessary support for the homeless people? What problems do exist in relation to the funding of these services?**

Although there are some organizations that say that they receive enough funds many other affirm that there is not enough funding and in many occasions the aids regime creates many problems to the services: instability in the subvention reception, inflexibility of the concepts, etc.... There are certain concepts like transport, food or housing aids... that are very important in the supporting process of the homeless people and cannot be funded by the public administrations, so they have to be paid from the organization resources.

I think that the evaluation that FDC does in Catalonia can be very interesting:

*"The problem is exactly the shortage of the funding. In the organizations there are needed more human and economic resources in certain parts of the year because of the temporary nature of the actions and of the delayed and inadequate reception of the subventions. This affects directly to the accomplishment of the support, among other services. The consequences of does not have a suitable financing (all of the phases of the training process should be financed) on time can be basically: insertion / no insertion, maintaining of the job / no maintaining of the job, promotion / no promotion vertical or horizontal."*

In other cases the fact is that the homeless people group is not prioritized so it is not easy to find enough funds to develop specific training-employment programs. *"The work and the actions with the homeless group are not usually considered high-priority ones in the tenders. It is difficult to obtain funds, unless it is included into the work with other groups in exclusion risk." (CD Ibiza)*

The group of people with physical, psychic and/or sensory handicap has been traditionally much more combative. Thus they have nowadays occupational and employment services that are the model to achieve in the organization of the services for many people suffering social exclusion. The aids are stable in time, are for all of them in the same way and have good ratios of pupil/professional. *"In most of the cases*

*the funding it is not the 100% neither a stable one. That is, the mid term continuity of the services is not assured, nor either a professional/user ratio equivalent to other groups, for example handicapped groups. It is a global attention, perhaps of low quality in sometimes."* (CyM)

Finally, although it is not a data that has appeared in the questionnaire, the instability of the subventions regime affects necessarily and negatively in the contracts regime of the professionals, being often with temporary contracts and wages under the normal levels. This labour instability affects negatively in the quality of the service.

## 8. Indicators and success factors

### **Have employment services for people who are homeless been successful in bringing people experiencing homelessness back into employment?**

One of the problems that we have to value the effectiveness of the employment policies in relation to the underprivileged groups is the lack of indicators. In the annual report of Progress 2006 of the National Plan of Reforms of Spain, the only measure that appears and that can affect to the homeless people group is the promotion of the insertion companies, still waiting for regulation to the day of today.

With respect to the indicators, I have to say that there is no one that references to the social exclusion. The existing indicators only make reference to the rates of employed women and handicapped persons. In this case they speak of young people, ethnic minorities and immigrants groups. Therefore, it does not exist any indicator at national level that measures the effectiveness of the policies for the homeless group. Not even the social exclusion is quantified, with the exception of the mentioned groups.

The attention services for homeless people have created their own indicators to value the projects that they develop with the homeless people. For example, the SOL centre has among their objectives a yearly labour insertion rate between 45% and 55% of the supported people throughout the year (120 persons in a year), considering this labour insertion as a minimum contract of three months.

The key factors for the success of the employment projects are:

#### Related to the scheme/project

- To promote training oriented to work.
- Holistic and integral approach to the people and its necessities.
- Integral intervention: complementary services which allows tackling and offering an answer in a global way to the individual and group problems.
- To design the projects with clear objectives, defined not only in favour of the participants (individual intervention model), but as an alternative for the group as a whole.
- The continuous evaluation allows obtaining satisfactory results based on the indicators.
- To offer continuous activities without interruption of the activity.
- Development of employment itineraries.

#### Related to the service user

- Respect and unconditional acceptance of the decisions that each person takes.
- To offer the possibility of recover or acquire a daily occupation with stable groups of reference with a production activity. This allows homeless people to recover personal and labour skills, to avoid begging, to recover its self-esteem...
- Participation and implication with the way that the responsibilities offered to the project user are assumed, only for those who attend daily.
- To carry out meaningful activities.
- To feel useful.

Related to the context

- A clear and stable funding.
- Greater training and number of social work professionals in the welfare resources.
- Contextualize the access to employment of the homeless people with the access to other resources as housing or health. Lower housing prices and greater supply of affordable housing.
- Worthy Wages.
- Smaller dependency on social wages.

## 9. Data collection and research

There are few studies that treat specifically about employment and homeless people. At the present time there is no public systematic data collection of employment indicators related to homeless people accessible for the organizations that work with the group.

Some very interesting studies are being done about employment and excluded groups, and in many of them the homeless people appear. It is necessary to highlight in a special way the recently studies made by FEDEI in national scope and AMEI in the Region of Madrid. They analyse in depth the insertion companies. FEDEI and AMEI are both associations of insertion companies.

Between all the studies that have treated in a meaningful way the employment and the homelessness we can mention the following ones:

- Surveys of the National Institute of Statistic. Since 2003, is carrying out national statistics which approach the homelessness in all its dimensions. They consider the problems that they present and their sociological profiles as well as analyse the attention centres. It has published two surveys: in 2003 on centres and in 2005 on people. At this moment an update of the centres is being carried out. These studies are very valuable by their seriousness and are very used by the sector.
- Another important study is the one that the professor Cabrera made. It was published by Caritas Spain in 2000 with the title *"The social action with homeless people in Spain"*.
- In 2007 the San Martín de Porres Foundation from Madrid has published a specific investigation about employment and homeless people. It is titled *"Activity and employment with homeless people"* (Editorial Popular) and other European experiences were also analysed.

## 10. The right to work of people who are homeless

At the present time the right to the work is not a question of political complains at the same level that the right to housing, as it is being considered at the moment. In any case, most of the organizations that have answered think that *"it could be a subject for making a sensitizing campaign, focused on the employability support and the protected employment for these people"* (Arrels). Other organizations think that in their territory they still are *"in a previous phase, trying to cover and guarantee the basic rights like housing and food. The employment is not treated in a specific way with them"* (CD Ibiza). On the other hand, others think that much has been made to improve the housing resources for homeless, but in the matter of employment (protected employment, occupational workshops...) it is everything to do.

Most of the political pressure that it is being made at this moment in the employment and the social exclusion scopes is the legal recognition of the Insertion Companies at national level and the creation of aids and subventions adapted to strengthen them. Together with this fight it is being pressure for the recognition of the social clauses in the public hiring and the creation of protected markets for this type of initiatives.

In 2002 the campaign, that annually (since 19993) organizes Caritas Spain and Faciam in the Day of the Homeless Persons in all the country, treated specifically the right to work of the homeless people and in concrete on the recognition of the occupational workshops. The slogan of the campaign was: *"You, for working ¿are you hidden? I have much to contribute. By the right to a recognized work"*. The problem of the labour insertion of the homeless people was considered as something that go beyond a legal regulation of the insertion companies. There were many workshops in the homeless centres (more than 200, according to a study made with the University of Comillas), many of which could reach the qualification of "insertion company" according with the kind of activities that they develop. These workshops do not have any type of legal recognition nor, therefore, the people who work in them. There were made activities and actions along all the country with a large information material.

The force-line that guided this campaign (continues being valid today) were the following ones:

- The activity covers the needs of identity, self-esteem, social recognition and participation. Therefore, it is necessary to claim for the right to the activity like a basic element for the personal development and the social insertion.
- It is necessary begin to break the almost exclusive identification between "work" and "employment" and to begin to think in terms of "work, as an activity or occupation".
- Every human being, by this fact, have right to have covered with dignity and without conditions his basic needs.
- In spite of the proclaimed objective of the "full employment", which is unattainable, at least as it conceived in some political instances and due to two unquestionable realities:
  - The new technologies, among other reasons, have radically changed the panorama of the labour market. There is no productive employment for all the potentially active workers.
  - There are a certain number of people who never are going to reach the employability levels demanded by the market.
- Therefore, if the use is losing its redistribution capacity, it will be necessary to establish other models of social protection and participation, splitting the "right to subsist" of the "right to activity". They should be considered separately no as a whole. It means to walk towards a Basic Citizen Rent instead of a Minimum Social Wage.
- All human activity generates a contribution to the real economy (of direct or indirect way: saving in Social Services, Health, police officers, etc.). All activity that contributes to the society is economic. To fight against the idea of "parasitism", to much associated with the poor.
- We must fight to dignify the activities of the homeless people in our centres and companies, from three lines of work:
  - To work for the maximum QUALIFICATION and to facilitate all the possible kinds of employment to the people with whom we work.
  - To ask for the LEGAL recognition of the activities of the people who never are going to reach the required employability level as the first social recognition (the semi or total clandestine activity does not dignify to anybody).
  - To fight for a STABLE and SUFFICIENT INCOME, not bound necessarily to the activity that they develop, to live with certain autonomy.
- To continue making small common gestures, in the state and the autonomic scopes, in which a broad participation can occur.
- Always count on the implication of the affected people in the different actions, as an essential